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**REPORT  
OF THE  
STUDY TEAM ON SOCIAL WELFARE  
AND  
WELFARE OF BACKWARD CLASSES  
Vol. I**

**COMMITTEE ON PLAN PROJECTS  
NEW DELHI  
*July, 1959***



**Letter of Transmittal**

**COMMITTEE ON PLAN PROJECTS**

**SOCIAL WELFARE TEAM**

*New Delhi,*

*July 9, 1959/Asadha 18, 1881.*

MY DEAR PANTJI,

I have great pleasure in forwarding the report of the Team on Social Welfare. The report is based on a comprehensive study of the entire range of welfare including both Social Welfare and Welfare of Backward Classes. We have had discussions with the concerned Central Ministries, the State Governments, the Central Social Welfare Board, the State Boards and implementing authorities at all levels before framing our recommendations. We also took care to meet the beneficiaries and the field workers to get to know their difficulties at first hand. The tentative recommendations were sent to the implementing authorities. Comments have been received from a large number of State Governments, the concerned Central Ministries and the Central Social Welfare Board. It appears from these that there is a wide measure of agreement with our views.

2. Our report is in two volumes. The second volume contains some special studies, the Research Unit's findings, tour reports and record of discussions.

3. I should like to thank you and the Vice-Chairman, Sri V. T. Krishnamachari for your kind help and guidance. I also want to express my gratitude to the Secretary, Committee on Plan Projects for his valuable assistance to the Team in its work.

Yours sincerely,

*Renuka Ray*

(RENUKA RAY)

Shri Govind Ballabh Pant,  
Chairman,  
Committee on Plan Projects,  
New Delhi,





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PART I

**INTRODUCTORY**



## CHAPTER I

### INTRODUCTION

The Team, as originally constituted on May 1, 1958, consisted of the following:—

- |                          |     |        |
|--------------------------|-----|--------|
| 1. Smt. Renuka Ray, M.P. | ... | Leader |
| 2. Shri M. S. Gore       | ..  | Member |
| 3. Shri H. C. Heda, M.P. | ... | Member |
| 4. Shri Viyogi Hari      | ... | Member |
| 5. Thakur Phool Singh    | ... | Member |

Two more Members *viz.*, Shri R. L. Jangde, M.P. and Shri J. S. Lall, I.C.S., joined the Team subsequently with effect from the 17th May and the 23rd July, 1958, respectively. Shri Viyogi Hari, however, resigned from Membership on June 6, 1958 and in his place Smt. Sarojini Varadappan was appointed as Member with effect from the 20th June, 1958.

The composition of the Team finally was as follows:—

- |                            |     |        |
|----------------------------|-----|--------|
| 1. Smt. Renuka Ray, M.P.   | ..  | Leader |
| 2. Shri M. S. Gore         | ... | Member |
| 3. Shri H. C. Heda, M.P.   | ... | Member |
| 4. Thakur Phool Singh      | ..  | Member |
| 5. Shri R. L. Jangde, M.P. | ... | Member |
| 6. Smt. S. Varadappan      | ... | Member |
| 7. Shri J. S. Lall, I.C.S. | ... | Member |

2. The Terms of Reference, under which the Team was constituted, are reproduced below:—

(1) The Team will study the programme of work relating to Social Welfare, included in the Plan in the Central and State sectors, with a view to economy and with particular reference to the work of the Central Social Welfare Board. In making this study, it will keep the following points in view:—

- (a) The modifications necessary in the content of the programme and in the scheme of priorities relating to the various fields of activities comprising it having regard to the efficient utilisation of resources and the objectives set for the programme.
- (b) The changes required in the methods of work adopted for the implementation of the programme. In particular, the Team should review the arrangements for co-ordination as among the Central Social Welfare Board, the Centre and the States and as between different

agencies, including local bodies, within the Central and State Governments.

- (c) The quality of the personnel engaged upon the implementation of the programme and the training schemes formulated for improving upon it with special reference to the need and feasibility for establishing a cadre of workers for the administration of the programme.
- (d) Assessment of the extent to which the existing programmes have succeeded in utilising local initiative and in creating institutions to ensure management of the programme in future by the local community itself.
- (e) Examination of the working of the grants-in-aid programme of the Central Social Welfare Board with special reference to:—
  - (i) the development of voluntary institutions in areas inadequately served at present so as to secure a more even distribution of grants-in-aid;
  - (ii) the evolution of certain minimum standards in the welfare services provided by aided institutions;
  - (iii) an examination of the criteria employed by inspecting officers; and
  - (iv) an assessment of the effect of the aid programme on the resources of voluntary agencies.
- (f) To consider the suggestion made for setting up of co-ordinating councils for voluntary welfare agencies at various levels particularly in important district towns.
- (g) To make such other suggestions on any aspect of the programme as would lead to economy and efficiency in the utilisation of resources and/or expediting the working of the programme.

(2) The terms of reference at (a), (b), (c), (d) and (g) above will also govern *mutatis mutandis* the work of the Team relating to welfare projects for Scheduled Castes/Tribes and other backward classes.

(3) In addition, the Team shall make recommendations on the necessity and feasibility of evaluation machinery of a continuous nature for both the types of projects and on methods adopted for reporting upon the results of the programme.

It would thus be seen that the Team was required to study two distinct though allied fields of welfare services, viz., social welfare and welfare of backward classes. Each of these fields, in its turn, covers a score of different schemes and programmes on a country-wide scale.

3. The compilation of this report has been a rewarding experience. Our study has led us to an appreciation and understanding of the difficulties involved in the operation of welfare programmes and

we have attempted to make suggestions which we hope will be of practical use. In saying this, we are fully aware of the limitations of our effort. We are the first body to be entrusted with the study and evaluation of such a wide variety of welfare schemes. This very privilege was to a certain extent a disadvantage. Even if this work had been confined to the study of social welfare alone, it would have been quite a sizeable task in itself. Under social welfare we had to cover, in terms of fields, welfare services for children, women, youth, the handicapped, the delinquents, the destitute, and a number of other similar groups. In regard to social welfare agencies we had to cover the work of Central Ministries and State Government Departments which deal with welfare schemes, the Central Social Welfare Board, the State Social Welfare Advisory Boards and of a large number of voluntary organisations that exist in the country. This comprehensive survey had to extend over all the 14 States and Union Territories.

4. In addition, our Terms of Reference included a study of the welfare of backward classes. As indicated in the Plan, the term 'backward classes' refers to the Scheduled Castes, Scheduled Tribes, Denotified Communities and other backward classes. Each of these groups presents complex problems which require varied services to meet them. There is no aspect of development which one does not have to consider in regard to the tribal or other categories of backward classes. Agriculture and irrigation, handicrafts and industries, education (including social education), public health, removal of untouchability and cultural development are all but a part of any comprehensive programme for the welfare of backward classes. It would, therefore, be difficult to claim that our Report thoroughly covers all aspects of this programme.

5. There is a lack of comprehensive and reliable data on social problems and welfare services in India. With a view to gathering first hand information about several welfare schemes, we carried out some intensive sample studies in the field, both in respect of social welfare programmes and the programmes relating to welfare of backward classes. On the social welfare side, about 300 aided welfare institutions and 40 welfare extension projects were selected for detailed study and the opinions of over 3,000 individual respondents were sought through personal meetings. In the case of programmes relating to welfare of backward classes, more than 2,000 respondents were contacted in person and some major programmes such as multi-purpose tribal blocks, hostels, housing colonies and co-operative societies were studied in the field. The results of these field-studies will form a part of Volume II of this Report.

6. We also considered it necessary to visit different States to discuss questions arising out of the execution of various welfare programmes and also to make an on-the-spot study of the operation of the schemes. During the course of our study, we visited all the States. In each State, we first visited the State Headquarters where the Team had discussions with the following officials and non-officials. A total of 185 such meetings was held with:

(a) the Chief Ministers;



- (b) the Ministers concerned with social welfare, tribal welfare and welfare of Scheduled Castes and other backward classes; Secretaries to the State Governments and executive departmental heads;
- (c) representatives of voluntary welfare organisations and prominent social workers;
- (d) Members of the State Social Welfare Advisory Boards and P.I.C. Chairmen, resident at or around the State headquarters;
- (e) Members of the Advisory Councils/Boards dealing with tribal welfare;
- (f) Members of the Advisory Boards dealing with welfare of Scheduled Castes and backward classes; and
- (g) individual experts and specialists, both official and non-official.

After meetings at State Headquarters, the Team usually divided itself into two or three groups to visit and observe different institutions and programmes in the districts. We visited about 110 welfare extension project centres, 280 voluntary institutions working in the field of social welfare and 127 welfare organisations working in the field of welfare of the backward classes. While visiting these centres and institutions, we studied the working of the schemes in detail, with particular reference to the content of the programme, the adequacy of the implementing machinery, the position regarding trained personnel. On these visits, we also got the 'feel' of the extent of popular enthusiasm for the programmes and the first hand knowledge of the difficulties faced by them in deriving maximum benefit from these schemes. The tours undertaken by the Team, and individually by the Members, covered as many as 112 districts. Details about these tours are given in a separate Volume of this Report.

7. In addition to the meetings held in the States, the Team also had discussions with the Central Ministries of Education, Community Development and Home Affairs, the Planning Commission, the Central Social Welfare Board and certain all-India voluntary organisations engaged actively in the fields of social welfare and welfare of backward classes.

8. Thus every attempt was made to collect all available data on the subject within our purview and utmost care was exercised to ascertain the view-point of every important section of opinion. All this information and material was subsequently processed and specific issues were formulated for discussion at the meetings of the Team. The implications of the collected data—both in terms of policy and administrative considerations—were discussed. The tentative conclusions reached were then circulated to the State Governments, Central Ministries and other concerned implementing authorities. Their reactions were taken into account in finalising the recommendations. We are glad to say, in this connection, that a large majority of our recommendations have met with the acceptance of the implementing authorities.

9. It would not have been possible for us to compile this Report without the active help and support that we have received from

various sources. We owe a debt of gratitude to the various all-India and other organisations who met us through their eminent representatives and gave us the benefit of their views and ideas. The names of these organisations find a mention in a later Volume of this Report. In addition, some Members of the Team had the privilege of a discussion with Acharya Vinoba Bhave. We also had the benefit of discussions with certain experts on tribal affairs, namely, Sri Jaipal Singh, Dr. Verrier Elwin, Prof. N. K. Bose, Dr. B. H. Mehta, Dr. T. C. Das and Dr. K. L. Mehta.

10. Our thanks are due to the Central Social Welfare Board and the State Social Welfare Advisory Boards who have not only helped us in understanding the problems and details of the various welfare activities but have also made available valuable literature and data for the benefit of our studies. We are grateful to the Khadi and Village Industries Commission, the All-India Handicrafts Board and the Advisory Boards on Harijan and Tribal Welfare that we met in the States. These Boards have effectively brought before us the picture of working of the development programmes, through the agency and on the advice of non-official representatives.

11. We are particularly grateful to the State Governments for having taken pains to make all arrangements in the States towards a successful conclusion of our tours. We would like here to make a special mention of the liaison officers appointed in the different States who took all care to help us during our State visits. Our meetings and discussions with the representatives of the State Governments have also been extremely valuable in our studies.

12. Our thanks are also due, in no small measure, to the Central Ministries of Education, Home Affairs, Community Development and the Planning Commission who have met and discussed with us various points relating to administration of welfare programmes and have made available useful data and information relating to our studies. We would like to mention particularly the Commissioner for Scheduled Castes and Scheduled Tribes who has been extremely helpful in furnishing us with relevant material on schemes relating to the welfare of backward classes and for giving us the benefit of his wide experience in the field.

13. We should like to place on record our gratitude to the Chairman and the Vice-Chairman of the Committee on Plan Projects (COPP) for their advice and interest. We also desire to express our appreciation of the active help that the Secretary, COPP, Shri Indarjit Singh, has given us in removing organisational difficulties which the Team faced. We are also grateful to him for special studies on 'Work Study of Welfare Extension Projects' and 'Jhumming Cultivation' which were conducted by the Secretariat of the COPP under his guidance.

14. Shri J. S. Lall, I.C.S., Member of the Team, who was responsible for general administration and co-ordination of the work of the Team, gave his fulltime service to the Team until the end of February, 1959, when he joined the Defence Ministry. While he has continued to function as a Member of the Team, it was not possible for him to continue to carry out the administrative responsibilities. This was the period when the recommendations were

being drafted and the Report finalised and so a heavy responsibility fell on Sri K. C. Das, I.A. & A.S., Secretary to the Team, who has worked with untiring devotion. His intimate connection with financial administration has also been very valuable to the work of the Team. The Under Secretary, Shri Jagdish Singh, has effectively carried out his responsibilities on the administrative side. The two Senior Research Officers, Sarvashri P. D. Kulkarni and I. E. Soares and the staff at all levels including that of the Research Unit have worked ungrudgingly, under heavy pressure and given their full co-operation to the Team.

### **SALIENT FEATURES OF THE TEAM'S RECOMMENDATIONS**

15. We would like to make a brief mention of the salient features of the Team's recommendations which would serve as an index to the detailed examination of the schemes and projects that follows in the subsequent chapters of the Report.

#### **Scope of social welfare**

16. The differentiation between 'social services' in general and 'social welfare services' meant for the under-privileged sections and individuals in the community has emerged in the recent past. We have, attempted, in the course of our Report, to define the precise scope of 'social welfare', making allowance for the variations that might be brought about with changing socio-economic conditions. We have also, in this connection, categorised individuals and groups needing different types of welfare services.

#### **Integration as a social objective**

17. In our opinion the major social objective to be aimed at in the welfare programmes for the backward classes and under-privileged groups is the eventual integration of these persons and groups into the normal community. While integration is a recognised policy, we feel that greater stress needs to be laid on it in the actual working out of welfare policies and programmes.

18. In regard to the schemes for Scheduled Castes and Scheduled Tribes we find that although the central purpose is to bring them up to the level of the rest of the community, some of the programmes are in fact worked out in such a manner that segregation is accentuated. We have, therefore, recommended that separate hostels or separate colonies for Scheduled Castes or for Scheduled Tribes should be avoided. In all States, there should be general hostels for students where adequate arrangements are made for the children of the Scheduled Castes and Scheduled Tribes. Even where hostels are provided in Scheduled Areas, they should be open to the children of other communities as well and should be termed as "general hostels". Similarly, there should be composite colonies for the general community including the Scheduled Castes and we have made detailed recommendations in this regard.

19. Similarly, in the programmes of social rehabilitation we have stressed that family care is relatively more important than institutional care and that the schemes of welfare agencies should be directed increasingly towards this end. This will facilitate integration of the beneficiary into the normal community.

20. Our recommendations are based on the concept that the family is the basic unit around which all welfare programmes should:

be built. Women and children should not be treated as a separate group to be served in isolation. We would extend the services to cover all the individuals and the community. We have, therefore, also welcomed the recent co-ordination between the welfare work in the welfare extension projects and the community development blocks and have recommended that the co-ordinated type of projects should be the future pattern for welfare services in rural areas.

### **Economic criteria of assistance to individuals and groups**

21. *Scheduled Castes & Scheduled Tribes.*—We have proposed the introduction of economic criteria in the administration of all forms of assistance to the Scheduled Castes and Scheduled Tribes. The central idea is to introduce a gradation in the pattern of assistance so as to make sure that those economically less advanced among them get proportionately higher benefits than those who are somewhat better off.

22. *Other backward classes.*—If we are convinced of this approach in regard to any particular group more than the other, it is with reference to the other backward classes, as this has been a somewhat ill-defined and miscellaneous group. We feel that in the absence of an objective and workable definition of 'backwardness', the list of backward communities tends to expand converting backwardness into, as it were, a privilege conferred by birth. A landless labourer requires relief regardless of the community to which he belongs. The same principle holds good for those who are homeless or jobless, in ignorance or in disease. We are, therefore, in favour of abolishing the entire category of the so-called "Other Backward Classes". Instead, we advocate that on the basis of economic criteria, a programme of State assistance may be introduced which might constitute the nucleus of a programme to flow eventually into a full-fledged system of social security. It is true that if the economic basis is introduced, the number of indigent individuals would so swell as to make it impossible for the State to give them any appreciable assistance within the limited resources. For this purpose, we have recommended that though the norms of the 'means test' should be kept as low as necessary, they will have to be progressively reviewed. We envisage that since the economic position would ordinarily change for the better, it would enable the State to keep the programme from being unwieldy and never-ending.

### **Priorities in social welfare**

23. With the limited resources at our disposal we find it necessary to indicate certain priorities among different fields of welfare. On a careful consideration of the problem, we feel that, within the normal community, welfare of children should receive the first priority. Among these, particular attention should be given to the children of lower income groups.

24. *Child welfare.*—In the field of child welfare, we have noticed that sufficient attention has not been paid so far to the needs of normal children. In order that some of them do not grow up to be delinquents or add to the group of the handicapped or the socially maladjusted, it is essential that proper care should be taken to see that they develop into normal and healthy citizens. We have, therefore, come to the conclusion that higher priority should be given to the welfare services meant for normal children.

25. *Preventive services.*—We consider that in any welfare programme, a special emphasis should be laid on the preventive aspect. Social welfare in its broad sense has both preventive and curative aspects. But there was till recently a tendency to equate the welfare services only with the curative aspect. There is, however, a growing realisation of the importance of preventive services. We have to emphasise from now on the preventive and positive aspects of social welfare services. For instance, particular attention should be given to the children in the slum areas who are exposed to destitution and delinquency. They should have the benefit of welfare services directed towards bringing about a change in their environmental conditions. This would be effective in keeping down the number of children needing care and treatment as juvenile delinquents. Similarly, in the case of women who are exposed to moral danger and have to be given protection and security it will be more effective to remove the major cause that leads to this position, viz., their lack of means of livelihood. We have, therefore, suggested that an attempt should be made to provide them with adequate opportunities of earning a livelihood within the community.

26. *Youth welfare.*—We have given some attention to the youth welfare services in the country and have come to the conclusion that there is a need for a conscious effort towards building up the attitude of social service in the youth. We have, therefore, welcomed the proposal, being considered in the Ministry of Education, towards having a programme of social service training for the University youth and have suggested that it should form a part of the curriculum in the graduate course of studies. We have also indicated certain measures required to set up an effective organisation for this purpose so that the scheme can be satisfactorily introduced.

### **Rural welfare extension services**

27. We have considered at length the present pattern of organisation of welfare services in the rural areas, particularly those of the Central Social Welfare Board. We have indicated several changes in the content of the programmes so that they are of real and immediate benefit to the rural women and children as a part of the village community. In particular, we have suggested a re-orientation of the craft programmes in a manner that they are directly related to the domestic needs. We have also added that the crafts, with a marked economic content, should be organised by Industrial Boards and Departments at places where suitable conditions exist. We have made the important recommendation that family planning and mother-craft should be an integral part of maternity services so that they contribute to the overall health and happiness of the mother and, in the process, the family. We have also suggested certain changes in the staffing pattern of these projects, for example, the abolition of the post of the craft instructor and the upgrading of the post of dai to that of an auxiliary nurse-cum-midwife.

### **Economic programmes**

28. Dealing with rehabilitation as a part of the welfare services, we have felt that economic self-sufficiency of the individual under training is the most important objective to be aimed at. We find that some attention has been given to this aspect and several training-

cum-production centres have been set up to promote in the country the economic rehabilitation of rural women and under-privileged groups including the backward classes. But we are of the view that there is no point in multiplying these centres unless their economic potentialities are clearly established in terms of the availability of raw material, marketing facilities and aptitude of the community concerned. We have, therefore, recommended that they should be run on expert lines, through Industrial Boards or Government Departments dealing with industries. We have also suggested that emphasis should shift from training to production from the very beginning. In order that the proper psychological approach is built up, we have recommended that during the initial period, the trainees should be given wages, which may be subsidised, and not stipends. The portion of subsidy may be reduced in a graduated scale with the proficiency gained by the workers so that they may, in due course of time, earn wages for the work put in. Also, we have stressed that efforts should be made to organise production on co-operative lines as soon as the worker begins to earn full wages.

### **State and voluntary effort**

29. *Demarcation of areas of responsibility.*—The Planning Commission have emphasised in the very first Plan that voluntary organisations should continue to shoulder the major responsibility in the implementation of welfare programmes. We have suggested the strengthening and extension of this approach. We have, therefore, recommended setting up of Coordinating Councils so that the activities of voluntary organisations are better planned and directed. However, there are areas in which the State has to play a major role, for example, there are problems like beggary, prostitution, juvenile delinquency and trafficking in women, that require legislative support and administrative action for effective implementation. It is possible that even in the tackling of these problems the voluntary agencies can take care of certain aspects. But the primary responsibility and overall direction in this area must rest with the State. The State will also have a major responsibility in defining and enforcing minimum standards for welfare services, in the planning and supporting of programmes of training and in the evolution of a national social welfare policy. In the course of our Report, we have attempted to specify the respective areas which are appropriate for the action of the State on the one hand and the voluntary agencies on the other.

30. *Rationalisation of the grants-in-aid-programme.*—In so far as State aid to voluntary organisations is concerned, we are generally in agreement with the point of view that a measure of State help is essential for the growth and development of voluntary institutions. But we are convinced that too great a dependence on State aid will tend to weaken the initiative of the voluntary organisations and will in fact detract them from their “voluntary” character.

31. We find that the present programmes of grants-in-aid administered by the Central and State Governments and by the Central Social Welfare Board do not follow any uniform set of criteria nor are they well co-ordinated. We have suggested that a system of recognition of welfare institutions, based upon their satisfying certain specific minimum standards, should be established and that such

recognition be made the requirement of their eligibility for grants-in-aid.

32. We have also noticed, in this connection, that there is no clear distinction between grants given for development and for maintenance purposes with the result that they have not been utilised in a proper and balanced manner. In our opinion, it will not be realistic to have any development programme of significance unless it is a sequel to a well-regulated system of maintenance grants. We have, therefore, recommended that maintenance grants should be paid in a certain proportion to the normal expenditure of the institutions. But we have stipulated that these grants should be paid to only the duly recognised institutions which have potentialities for development. Funds for the development grants would continue to be administered through the agency of the Central Board and the State Boards, funds being made available by the Central Board, as at present. Further, we have said that the funds for the programme of maintenance grants should be made available by the State Governments to the State Boards which would consider and sanction these grants as well. This would ensure a proper integration of the grants-in-aid programme.

33. *Field Counselling Service.*—One drawback that we have come across in the organisation of State assistance to voluntary agencies is that the programme does not provide for expert guidance which would improve the quality of work done by the aided organisations. We have, therefore, recommended that a Field Counselling Service may be instituted by the Central Social Welfare Board which should be available to aided organisations as also to other organisation that may need it.

### **Welfare of Scheduled Castes and Scheduled Tribes**

34. *Priorities.*—In the course of our Report, we have dealt at length with the priorities and the relative emphasis on welfare services for backward classes. In regard to tribals we find that there are, at present, numerous schemes designed for their betterment. But in the absence of an adequate emphasis on their primary needs, the schemes have not worked altogether to their advantage. In our view the broad priorities in this field should be as follows:—

- (i) Economic Development and Communications;
- (ii) Education; and
- (iii) Public Health.

But we have suggested that specific priorities for each area and each community should be ascertained before launching any programme.

35. *Importance of Agriculture and Forestry.*—As in the case of national economy, so in the life of tribals, agriculture occupies a place of very high importance. Judging by the outlay on agriculture both in the First and Second Plans, it is evident that there is scope for giving a higher priority to agricultural schemes for tribal benefit. Our recommendations are primarily directed towards the following objectives, namely:

- (i) restoration and preservation of the land rights of the tribal communities;
- (ii) introduction of scientific jhumming; and
- (iii) improvement of agricultural practices for better production of food.

We have also stressed the importance of development of forestry in the tribal areas. We have recommended that steps should be taken to introduce a system of guided management through which the tribals will be progressively associated in the management and exploitation of forests. Extension of forest labour cooperatives to all the States and certain specific measures of afforestation have also been recommended by us with the central idea of bringing about the rehabilitation of the tribal in the forest and enabling him to draw better sustenance from it.

36. *Pattern of Education.*—We have laid considerable emphasis on the education of tribals. The main recommendation in this behalf makes out a plea for extending the national pattern of education to tribals with a provision for bifurcation at the secondary stage. In our opinion, this would help to open up avenues for tribal children for pursuing higher education without necessarily alienating them from their tribal background.

37. *Medical and Public Health.*—In the organisation of medical aid we have emphasised the need to concentrate on a drive towards the eradication of some of the diseases like leprosy, malaria and yaws. In public health, we have suggested that priority should be given to the provision of protected drinking water supply throughout the year.

38. *General approach.*—Our approach on the development schemes for tribals is in consonance with the fundamental principles enunciated by the Prime Minister as contained in his foreword to Dr. Verrier Elwin's book "Philosophy for NEFA". These principles are as follows:—

- (1) People should develop along the lines of their own genius and we should avoid imposing anything on them. We should try to encourage, in every way, their own traditional arts and culture.
- (2) Tribal rights in land and forests should be respected.
- (3) We should try to train and build up a team of their own people to do the work of administration and development. Some technical personnel from outside will, no doubt, be needed especially in the beginning. But we should avoid introducing too many outsiders into tribal territory.
- (4) We should not over-administer these areas or overwhelm them with a multiplicity of schemes. We should rather work through, and not in rivalry to, their own social and cultural institutions.



- (5) We should judge results, not by statistics or the amount of money spent, but by the quality of human character that is evolved.

### **Welfare of Scheduled Castes**

39. *Major problems.*—We have found that the major problems are those of housing and drinking water wells arising mainly from social and economic disabilities of Harijans. We have recommended that the assistance for housing should be rationalised. Those below a particular income level should be given outright grants and those above that level, subject to a maximum, should be given incentives by way of loans on easy terms. We have also suggested measures to ensure that the Harijans are not evicted from their land or houses. We have found that the amount of subsidy or loan given for the construction of drinking water wells is not adequate in many areas and does not take into account the local conditions. We have, therefore, recommended the regulation of financial assistance for construction of wells according to the cost of construction in varying local conditions.

40. *Removal of untouchability.*—Our studies reveal that in spite of the importance given to the removal of untouchability, the evil still prevails and the results have not been commensurate with the expenditure incurred by the Government on this account. We feel that the problem can be tackled more effectively through social reform than through governmental action, but we regret to observe that after Gandhiji's death the social reform campaign in this regard has slackened very considerably. We find that there is also a need for strengthening the legislative and executive measures in order to make them more effective. Our recommendations have been directed towards this end. We have also suggested some special measures towards improving the working and living conditions of those engaged in unclean occupations

41. *Measures to combat exploitation of backward classes.*—Apart from the programmes of economic development of backward classes, we feel that effective measures are required to be taken to end their exploitation at the hands of unscrupulous money lenders, middlemen and contractors and such other individuals and organisations. Exploitation of backward classes has taken diverse forms. But the more important of them pertain to land rights, credit facilities and title to immovable property like house-sites. Certain legislative and executive measures have been introduced in some States towards removing the evils. But those, we find, have not been quite adequate, and the implementation has been defective. Our recommendations are directed towards a review of the existing orders and enactments with a view to strengthen them and to make them more effective. We have also stressed the development of cooperatives and grain golas to help the backward classes and particularly the tribals in ending their state of indebtedness.

### **Integrated and planned approach to development schemes**

42. We have noticed a lack of proper synchronisation of the various schemes with the result that the benefits sought to be brought

about in one scheme have failed to register progress owing to delays in the implementation of other complementary schemes. We have also found that the execution of schemes has not been preceded by a period of careful planning. This has led to short-falls in expenditure and has created a sense of frustration in the people. This feature has been particularly noticed by us in many of the multi-purpose blocks for tribals where actual work had started much later than the initiation of the programme due to delay in settling the preliminaries. Our recommendations have, therefore, been directed towards a synchronisation of the schemes of development and providing for the required period of pre-planning.

### **Administrative set-up**

**43. Integration.**—Our recommendations on administrative set-up are built around the concept that the welfare services need an integrated and planned approach. The present distribution of welfare subjects over various Ministries and Departments at both the Central and State levels have not been conducive to economy and efficiency in the utilisation of resources. We have considered the possibility of complete integration of all welfare subjects in a single Ministry, when the time is ripe. The creation of a separate Ministry, however, involves a major administrative reorganisation and the scope and content of the welfare programmes in future plans are not yet clear. We have, therefore, recommended integration of social welfare subjects alone in a separate Department under the Ministry of Education which may appropriately be re-designated as the Ministry of Education and Social Welfare. As for the schemes for the welfare of backward classes, we have suggested creation of a Department under the Ministry of Home Affairs. At the State level, however, we have recommended a unified welfare department to deal with both social welfare and welfare of backward classes, with a separate wing for each. In the functioning of these departments we have taken into consideration the need for greater flexibility in the administration of welfare programmes.

**44. Decentralisation.**—The decentralisation of authority is another important aspect to which we have given particular consideration. We welcome the recent attempts in this direction both in financial and general administration. We feel, however, that in certain aspects, more especially at the district level, decentralisation has not been given sufficient attention and we have made some specific suggestions in this regard. We have made a detailed study of financial administration and have made several suggestions towards further delegation of powers to State Governments. Considerable centralisation of power has also been noticed by us in the execution of programmes undertaken by the Central Social Welfare Board. We have, therefore, made recommendations for the delegation of executive powers to the State Boards both in regard to the grants-in-aid programme and the rural welfare extension projects.

### **Safeguards in democratic decentralisation**

**45.** We have taken into account the initiation of the process of democratic decentralisation recommended by the Study Team on Community Projects and National Extension Service. We are fully convinced that the move to transfer greater responsibility to the

panchayats is a step in the right direction. At the same time it needs to be emphasised that the need for providing welfare services to women and children and to the backward classes has arisen in consequence of their treatment at the hands of the community in the past. We would, therefore, stress the need to proceed cautiously in entrusting the panchayats with the responsibility of looking after the interests of these special groups. We have, in this connection, considered suggestions towards the appointment of functional sub-committees of the panchayats to deal with welfare subjects and nomination of the representatives of women and backward classes in the panchayats. But these, by themselves, would not, we feel, bring about the desired results in the present situation. We are, therefore, of the view that special consideration is required to be given to their interests for some time to come till the panchayats gather greater experience. Accordingly, we have suggested that in the rural projects for women and children, the Project Implementing Committees working under State Boards should continue to function. But we have suggested that the composition of the Committee should be changed to include women representatives of the panchayats so that the latter would be able to take over the work gradually. In the case of backward classes, we have suggested that some statutory safeguards should be retained in the hands of the District Collector, in order to ensure that their interests are not overlooked by the representative bodies. We have also made certain suggestions towards making the advisory bodies, at the block and district levels, more effective and truly representative of the interests of backward classes.

### **Public participation**

46. *Emphasis on contribution in service.*—We find that the local contributions towards the cost of welfare programmes such as the welfare extension projects has been disappointingly poor. We feel that it is idle, in the present context, to expect any substantial contribution in cash. These contributions, which are received more or less from the well-to-do groups, do not also correctly reflect the measure of community support to a welfare programme. We have, therefore, recommended that the emphasis should shift from cash contributions to voluntary services of the local people towards assisting the welfare programmes.

47. *Initiative and planning from below.*—Further, we have stressed that the basic approach on this subject should be in terms of participation of Government in the people's programmes and not peoples' participation in programmes of Government. This principle has, no doubt, been enunciated by Government on several occasions. But care should be taken to see that the beneficiaries understand the implication of this approach. We have also clearly specified that no new welfare extension projects should be started unless the initiative is displayed by the people in clear and unmistakable terms.

### **Trained personnel for welfare services**

48. The requirements of personnel for the implementation of the programmes of welfare have also been dealt with in detail. Our studies indicate that the lack of suitable personnel has proved one of the major impediments in the implementation of the welfare schemes. While the part played by voluntary social workers must

continue, it is necessary to recognise the importance of employing trained personnel in different fields of welfare. This is particularly necessary because welfare administration is in the process of becoming a specialised subject dealing with the increasingly complex human and social problems. Security of service should be provided to welfare personnel. We have, therefore, recommended that there should be a cadre of social welfare personnel, with minimum standards of recruitment, which will ensure better security and opportunities for the staff and better standards of service for the beneficiaries. We have suggested that the training programmes should be formulated in such a manner that there is a correlation between the training schemes and personnel requirements of the developmental programmes. We have laid stress on the fact that the training of field workers should have invariably a practical application based upon the actual experience of the type of work and the environment in which it is to be undertaken. This is required both for the social welfare personnel and for those working among the backward classes, particularly in the Scheduled areas.

### **Evaluation**

49. As regards evaluation of welfare programmes, we have found that so far no adequate machinery has been evolved. As regards the schemes for the welfare of backward classes, the office of the Commissioner for Scheduled Castes and Scheduled Tribes has made a good beginning, but we have made certain recommendations towards strengthening his organisation through adequate and qualified staff so that it can become an effective instrument of evaluation. On social welfare, we have suggested that a continuous and systematic evaluation of the schemes should be made through the Programme Evaluation Organisation of the Planning Commission. We have also suggested remodelling and strengthening of the evaluation machinery at the State level, both of the Programme Evaluation Organisation and the regional offices of the Commissioner for Scheduled Castes and Scheduled Tribes.

### **Summing up**

50. In conclusion, we would say that in our findings and observations on welfare services and development schemes it has been our endeavour to emphasise the qualitative aspect of the schemes and the methods through which they can be improved so as to bring about real and substantial benefits to those for whom they are conceived. We are fully conscious of the fact that there is an urgent and insistent need for providing welfare services on a wide-spread scale. We are also aware that, in the present circumstances in India, it is not immediately possible to insist on a high qualitative standard. We have limited financial resources as also paucity of the right type of personnel. Nevertheless, we should attempt to reach some basic minimum standards without which there will be mere diffusion of energy and effort. Our studies have convinced us that a mere multiplication of schemes and projects without regard for their quality is harmful. They might indicate progress in statistical terms without maintaining the minimum standard of quality. This creates a sense of frustration among the people and draws them away from participating in

future programmes, despite all efforts. Basically, we have to remember that the progress in the Plans would acquire a full meaning and significance only if there is a palpable evidence of growing prosperity in the people whom the Plans are meant to serve.

## CHAPTER II

### EVOLUTION AND SCOPE OF WELFARE SERVICES

*A tradition of service.*—The concept of service has been an integral part of the Indian tradition. The responsibility for individuals in need of special assistance was shared by the rulers, the rich, and also by individual members of the general community. Religion emphasised charity and religious institutions such as temples, maths, *dharamshalas* became the centres of social service on an extensive scale. Further, social institutions like the joint family, the caste organisation and the panchayat catered to the needs of the aged, the ill and the handicapped. In times of disaster or emergency, these local institutions displayed sufficient responsiveness and initiative in dealing with the problems of affected groups. Similarly, the employer-employee relationships which were paternalistic in character and restricted to small economic units, provided a certain number of amenities.

2. *The Impact of new forces.*—These traditions gradually began to be influenced by the new social and economic forces released in the country during the 19th century. At a later stage, as a result of increasing industrialisation and urbanisation, the compact rural community began to show signs of stress and incipient disorganisation. About the same time, the Christian missionaries began their religious and welfare work in various parts of the country. Their work resulted in emphasising the short-comings in the structure of Hindu society with special reference to the aspects of child marriage, polygamy, female infanticide, *sati* and restrictions on widow re-marriage. The caste system, with its evident inequalities and, in particular, the practice of untouchability served as a foil to the social values of the Christian community. Most of the early welfare institutions in the country were established by Christian missionaries in furtherance of their ideals of service.

3. *The early social reform movements.*—Raja Ram Mohan Roy typifies the new conscience aroused among the leaders of modern Indian thought. His work as a social reformer, an educationist and a social worker symbolises the efforts of the Indian mind to arrive at a synthesis of the best features of both the Indian and Western culture. He was the first reformer to make a significant contribution to breaking down the barrier of caste and the removal of untouchability. The religious and social reforms initiated by him set the pattern for similar activities in Bengal, Bombay and North India. A roll-call of the pioneers in this field would necessarily include such names as Dwarka Nath Tagore, Devendra Nath Tagore, Keshab Chandra Sen, Justice M. G. Ranade, Pandita Ramabai, Jyotiba Phule and Sir Syed Ahmed Khan and organisations such as the Brahmo Samaj, the Paramhansa Sabha, the Sarvajanik Sabha,

the Prarthna Samaj, the Anjuman-e-Himayat-e-Islam and the Ramakrishna Mission. Among these there were individuals and organisations who campaigned for the removal of caste disabilities and untouchability. Apart from attempting to revitalise the Indian religious and social structure, these individuals and organisations established a number of welfare institutions intended as an effective counterpart to similar services provided by Christian missionaries.

4. *Growth of secular-liberal tradition.*—The last two decades of the 19th century witnessed the development of an entirely different tradition of social reform based not on religious tenets but on intellectual conviction. This new school of thought was considerably influenced by the ideas of rationalism and democratic liberal concepts emphasised by the British educational system. Its leaders were Bhandarkar, Kolhatkar, Chintamani, S. Subramanya Iyer, K. Veeresalingam Pantulu, Narendra Nath Sen, Lala Baij Nath, Ram Kali Choudhary and others. They met between the years 1880-1900 in fourteen 'social conferences' to give momentum to the campaign of social reform. It must be remembered that these were men of faith and belief, but their faith was based firmly on reason. The rationalistic humanistic tradition gradually established itself as an independent force through the efforts of Gopal Ganesh Agarkar and Gopal Krishna Gokhale. In 1905, the latter founded the Servants of India Society which was the first secular organisation dedicated to social service in the country. Gokhale and his colleagues based their campaigns for mobilising public opinion in favour of social reform on the objective assessment of facts. Important women's organisations were also established in the country at about the same time and their activities covered the entire range of social reform; the Women's Association of India, the All-India Women's Conference and the National Council of Women were the first such organisations.

5. *Gandhiji's contribution.*—It was Gandhiji, however, who revitalised the work begun by the early social reformers. The 'constructive programme' that he initiated was a combination of a movement for raising economic standards and for securing improvements in the tenor of social life. It was characteristic of him to insist not merely on ensuring the rights of the under-privileged, but on the acceptance of their duties by the privileged sections of the community. His special contribution in the organisational field consisted in setting up national welfare agencies to resolve specific social problems and in his unfailing ability to select the correct men to execute these welfare programmes. The Harijan Sewak Sangh, the Adivasi Seva Mandals and the Kasturba Gandhi National Memorial Trust are some of the welfare organisations that he helped to build. He was able to create widespread popular enthusiasm and to get individual workers to dedicate themselves selflessly to the various causes and programmes that he entrusted to them. One of the most significant causes that he championed was the emancipation of Indian womanhood. For the first time, Indian women in large numbers came into public life and joined in the national struggle for Independence.

6. *Popular Ministries in the provinces.*—In 1935, popular Ministries were set up in a number of provinces and it was but appropriate that they drew up programmes of action in line with popular expectations. These Ministries recognised the significance of social service programmes and set apart additional funds for items such as education and health. In regard to social welfare, it was accepted that the State had a specific role to play and there were a number of programmes which could not be left entirely to the initiative and limited resources of voluntary organisations. Special attention was paid by these Ministries to the problems of the Harijans, tribals, criminal tribes and other backward classes.

7. *Post-Independence trends.*—These trends were further strengthened in the post-Independence period and the responsibility of the State for the welfare of its citizens was clearly defined in the articles of the Constitution and the directive principles of State Policy. These aspirations were given more concrete shape in the framing of the Five-Year Plans which have earmarked specific funds for the implementation of welfare programmes. Annexure I shows financial allocations earmarked for Social Services in the First and Second Five Year Plans.

8. *The scientific outlook.*—Meanwhile, a new outlook had developed in regard both to the motivation and methods of social work. To give help to the needy was now considered essential not only because it was charitable to do so but because it was consistent with the new values of social justice. Further, recent advances in the study and understanding of the subjects of individual and social psychology and the forces that govern social conduct have made it clear that the social problems have to be tackled at its roots rather than in their symptoms. Stress came to be laid on the application of scientific methods to the study of socio-economic problems and on acquiring specific skills and techniques in dealing with them. The first formal school for social workers was established in Bombay in 1936 as the Sir Dorabji Tata Graduate School of Social Work.

9. *Scope of welfare services.*—Before attempting an examination of the various welfare schemes and programmes, it is necessary to analyse the concept of 'welfare'. At present, there are a number of divergent opinions on the nature and scope of welfare services. The Five Year Plans drew a distinction between 'social services' and 'welfare services'. In the broadest sense, social services under the Plan include the subjects of education, health, housing, labour welfare, rehabilitation of displaced persons, welfare of backward classes and social welfare. Of these, the last two together constitute the common field of welfare services. While social services constitute an investment in the betterment of human resources in general, the welfare services are designed to enable the under-privileged or handicapped sections of the community to rise as close to the level of the normal community as possible.

10. Welfare services in themselves are further divisible in two parts: one dealing with the handicapped and maladjusted individuals and the other with the traditionally under-privileged or backward sections of the community. This latter category includes tribal



communities in remote and isolated areas, Harijans who have been discriminated against in the matter of social participation and occupational mobility and Denotified Communities which have suffered on account of a stigma; all of these groups have to be rehabilitated into a new way of life consistent with the rights of free citizens. In regard to Indian women, the problem is one of restoring them to their original position in Indian society, a position that was lost during the mediaeval period. Children, who constitute a vital and vulnerable section of the community also need special protective services. Similarly, physically and mentally handicapped individuals require special assistance to enable them to grow to their maximum potentialities. For instance, a blind child cannot possibly study in an ordinary school or find employment in open competition. Persons with social or psychological problems are at times prone to take to anti-social ways of life, such as crime, delinquency and prostitution. These persons need to be assisted in over-coming their limitations.

11. Thus it is evident that even in a State, having fully developed social services, there will always be a need for specialised welfare services for these categories. In fact, contrary to the popular notion, it must be stated that recognition of the need for specialised welfare services is one of the important characteristics of a welfare State.

12. It may also be mentioned here that while social welfare services today are primarily curative in their approach, they will not be able to attain their objective unless they are accompanied by preventive and constructive measures. They are an integral part of the modern concept of welfare services. While, it may be necessary to provide aid to a family after it has become destitute and disrupted, it is more important and economical to prevent disruption by providing assistance at the point of illness or unemployment.

13. In planning our welfare services, therefore, we need not be guided only by the nature and extent of problems that are engaging our attention. We need to take a long-term view in welfare needs that emerge as a result of rapid socio-economic development.

14. In the present context, it is necessary to provide welfare services mainly for the following broad categories:—

(a) *Socially under-privileged groups:*

- (i) Under-privileged caste groups; Scheduled Castes, Scheduled Tribes, Denotified Communities and other marginal classes of society;
- (ii) Orphans, widows, unmarried mothers, women in moral danger, aged and infirm.

(b) *Women and Children*

(c) *Socially maladjusted:*

Beggars, prostitutes, delinquents, newly discharged persons from correctional and non-correctional institutions.

**(d) *Physically and mentally handicapped persons:***

Including blind, deaf, dumb, permanently disabled, diseased,  
temporarily handicapped, mentally retarded or ill.

**(e) *Economically under-privileged:***

Such as destitutes and unemployed.

## CHAPTER III

### ROLE OF VOLUNTARY ORGANISATIONS

*Basic approach.*—The importance of the role of voluntary organisations in a social welfare plan can be assessed on the basis of two fundamental considerations. In the first place, there is an aspect of people's participation in the planning and execution of a national plan launched by a democratic government. The planners have very often expressed their keenness not only to secure the willing assent of the people to a democratic plan but also to seek their active participation in the process of planning and implementation. In other words, it is no longer a question of 'associating' the people or their agencies through indirect representation with a plan officially framed and administered but of evolving a joint partnership in the entire process of development. It is, in fact, a step towards translating into reality the concept of participating democracy.

*2. Pioneering role.*—In addition to this general approach, which holds good for any developmental scheme under a democratic plan, there is a further justification for assigning an important role to voluntary organisations in the field of social welfare. In the long history of social work in India, voluntary organisations have always played a pioneering role. Whether it was a case of an individual in distress or an emergency caused by a famine or flood, it was a voluntary welfare organisation which was the first to come forward to render service. The role of the State has varied in the past from indifference to an occasional benevolent interest depending upon the outlook of the rulers of the day. Community support rather than State aid was the mainstay of voluntary organisations throughout the centuries. It was only when India attained political independence that the attitude of the State changed to a marked degree. A progressive social policy was enunciated in the Constitution and welfare programme was given a place in the first two Plans of the country.

*3. Merits of voluntary action.*—In recognition of the past services of the voluntary organisations, the Government have again expressed themselves categorically in favour of voluntary organisations sharing the main responsibility in the development of welfare programmes. There are other equally important reasons for this policy of the Government. It is believed that the administrative machinery of a Government, even of a welfare State, is by its very nature impersonal in character. It cannot lend that "human touch" which a voluntary organisation could provide, at the field level particularly, this personal approach is more necessary in social welfare. The other very important factor is the need for mobilising all possible resources for welfare programmes. Since the bulk of the State resources is claimed by economic programmes, it cannot spare sufficient resources for social welfare. The community resources

have, therefore, to contribute their mite for this purpose. The best means of doing so is to leave it to voluntary welfare organisations to mobilise community support on the basis of the service they render. In raising resources voluntary organisations have a distinct advantage over the Government, as the latter appears as a distant impersonal body to an average citizen. Further since the benefits of such contributions are direct and immediate, the people are more willing to contribute. A good deal of flexibility in procedure and methods of work, a measure of freedom for experimentation and the capacity to act promptly are some of the other advantages which the voluntary organisations enjoy over governmental agencies. We cannot think of a better choice than social workers with a missionary zeal to introduce new services in the remote areas where working and living conditions are difficult.

4. *Voluntary and non-official agencies.*—Here, we would like to draw a distinction between a voluntary organisation which is spontaneous in its origin, and a sponsored non-official organisation. In recent years, there has been a tendency not only to sponsor such non-official organisations but also to equate them with established voluntary organisations which have their roots in the soil and which have a record of service to their credit. A limitation of the former type of organisation is that it may fail to rouse popular support. The merits that have been ascribed above to voluntary organisations may not necessarily be the attributes of a sponsored body. Though due recognition has been given under the Plan to the significant role of voluntary organisations, it appears that the measures intended for the promotion of voluntary effort have not achieved the desired results. In this connection, we would like to point out that the specific Plan allocations earmarked for public cooperation should have been primarily utilised in strengthening the welfare programmes of voluntary organisation or other programmes of public utility conducted by such organisations. We would, therefore, recommend that.—

*No separate allocation for enlisting public cooperation in officially sponsored programmes should be made in the plans. Instead, grants-in-aid for specific schemes should be given to voluntary organisations of standing and repute for mobilising public cooperation.*

5. *Strengthening voluntary organisations.*—While we are in favour of assigning a more active role to voluntary organisations in the planning and implementation of welfare programmes, we find that the voluntary organisations need to set their own house in order to be able to justify the faith placed in them. In the first place, the multiplicity of organisations working in the same areas and in identical or similar fields of work have militated against the over-development of welfare services in the country. There is considerable duplication and consequent waste of resources. This results in some services being concentrated in some areas when other areas remain neglected. Secondly, for want of a proper liaison and co-ordination among the voluntary organisations themselves, they are not in a position to express their views in an articulate manner nor are they able to represent their points of view with unity and strength. There is much that the voluntary organisations also need

to do in improving the quality of their services through the employment of trained personnel. It is true that the grants-in-aid programme provides employment of trained personnel as one of the conditions of assistance. The voluntary organisations, however, have yet to take full advantage of this facility. Even in cases where an attempt is made to do so, the personnel employed are not always adequately trained. Further there is also the problem of defining the relative spheres of responsibility of the voluntary office-bearers and the executive staff of the agency. There is a need for giving a measure of freedom to the executive officers within the sphere of their technical competence. We have recommended elsewhere the creation of a cadre of trained welfare personnel. Coupled with another recommendation on the development of a field counselling service, it should go a long way in promoting better standards of service.

6. *Community services.*—We have noticed a tendency on the part of welfare agencies to establish residential institutions for meeting every kind of social problem. It is only in the case of certain categories of handicapped or mal-adjusted individuals that institutional care may be required. But it would be wrong to assume that all types of social problems would require institutional treatment. In fact, it is neither economical nor technically necessary to encourage institutional services in all cases. Community services on a non-residential basis have proved to be more effective in so far as they deal with the beneficiary in his own setting. They are also more economical in that no expenditure need to be incurred on the maintenance of individuals, buildings, equipment and other overheads. We, therefore, recommend that:—

*In the organisation of welfare services, emphasis should now shift from residential institutions to setting up of non-residential community welfare services with family as the basic unit.*

7. *Fund-raising.*—In view of the changed socio-economic conditions, the problem of fund-raising by voluntary organisations has become increasingly difficult. We have elsewhere recommended a system of grants-in-aid which would include both maintenance and development grants. Even so voluntary organisations will have to continue to exert themselves a good deal to raise a major part of the growing expenditure on maintenance. A grants-in-aid system can, at best, supplement but can never supplant the efforts of voluntary organisations. It is also imperative that for the preservation of their voluntary character the organisations should not develop undue dependence on State aid. The extent of community support would further indicate the success of the particular service that the organisation provides. The idea of organising community chests as in the U.S.A. and Canada, has held the field for some years. One of the important characteristics of this idea is the fact that funds are raised in small donations from a large number of citizens rather than in large donations from a small number of philanthropists. With this end in view, we recommend that:—

*The voluntary organisations should reorient their fund-raising programmes so that they depend on the willing*

*support of the large majority of citizens, rather than on the generosity of a few philanthropists.*

**8. Formal representation.**—If the voluntary organisations have to undertake increasing responsibilities in the development of welfare services, it is essential to draw them into equal partnership with the official agencies. The present tendency to nominate individual non-official social workers on *ad-hoc* panels and other advisory bodies is by itself not likely to bring about responsible and sustained participation of social workers and welfare organisations. It will be necessary to secure formal representation of voluntary agencies in the framing and administration of welfare plans. Our recommendation on the composition of the Central and State Boards takes this principle into account. For this purpose, we recommend that:—

*Steps should be taken to ensure the formal representation of voluntary organisations in addition to the present practice of associating non-official workers in their individual capacity.*

**9. Co-ordinating Councils.**—In order to give effect to the recommendations made earlier in this chapter, the best method would be to encourage the formation of Coordinating Councils. It is envisaged that such councils will help the voluntary organisations to consolidate their position, and to plan their work in the most effective manner. During the course of our study we have consulted a large number of social workers and welfare organisations about this proposal. We find that the majority are in favour of setting up Co-ordinating Councils. This is not to say that there are no misgivings about joining such councils. There are also likely to be some genuine difficulties in the course of their working. For example, it is a matter for consideration whether such councils should work on a functional or a regional basis. We believe that the choice should be left to the local voluntary agencies who may adopt one or the other basis or a combination of both. The election of representatives from among voluntary organisations might prove somewhat difficult. We consider that as soon as a proper machinery for recognition of the welfare institutions comes into existence, it should be possible for the State Government to take initiative through the State Board in establishing the proposed Co-ordinating Councils. Once the preliminary meeting of recognised voluntary institutions forms an *ad hoc* body, the subsequent work for the formation of a Coordinating Council should be left to voluntary organisations themselves. Hence, we recommend that:—

*Coordinating Councils should be set up at the district, State and national levels. Initially the proposed councils may be convened at the State level, by the State Governments, in consultation with the State Social Welfare Boards. The councils, once established, should organise themselves and function under rules of procedure evolved by them.*

**10.** To begin with, the conveners of these councils should hold office in rotation. The first convener of such a council may, as far

as possible, be selected by agreement among the different organisations represented at the preliminary meeting. The success of these bodies would largely depend upon the joint effort of all member organisations. As healthy conventions in administrative and policy matters are built up, the subsequent functioning of the councils should become easier. If there is any feeling of an individual organisation losing its identity or of surrendering any of its powers, the councils should begin only by exchanging ideas on matters of common interest. It is hoped that, in course of time, the area of co-ordination will extend to more significant matters and that the representative character of these councils will be enhanced by the largest possible membership.

**PART II**  
**SOCIAL WELFARE**





## CHAPTER I

### CENTRAL SOCIAL WELFARE BOARD

*The background.*—We have mentioned in the previous chapter that the policy of the Government of India is to entrust major responsibility in the implementation of welfare programme to voluntary organisations. In the beginning of the First Five Year Plan, however, the voluntary organisations were not suitably equipped to execute this responsibility adequately. Generally, the efforts of voluntary organisations were isolated and un-coordinated to a large extent and the services initiated by them were not always sustained. The paucity of resources had also been increasingly felt.

2. It was, however, considered necessary to provide specialised agencies which could help the voluntary organisations with financial and technical assistance to dovetail their efforts in the common national plan. The Central Social Welfare Board (CSWB), which was set up in August, 1953, was a body specially constituted for this purpose.

3. *Origin.*—The origin of the CSWB can be traced back to the First Five Year Plan which provided a sum of Rs. 4 crores “as grants-in-aid to voluntary social service organisations for strengthening, improving and extending the existing activities in the field of social welfare and for developing new programmes and carrying out pilot projects.” It was envisaged that the sum of Rs. 4 crores would be administered by “a board to be set up by the Central Government to which a great deal of administrative authority will be devolved.” It was further stipulated that “the board should be predominantly composed of non-officials who have actual experience of field work in promoting voluntary welfare activities.” These two features were designed to ensure efficacy and speed in the promotion of voluntary efforts.

4. The CSWB was initially constituted for a period of one year, with 7 non-officials, including 5 women social workers, one representative of the Lok Sabha and one representative of the Rajya Sabha. The other four nominees on the Board were *ex-officio* representatives of the Central Ministries of Education, Health, Labour and Finance. The CSWB has been, since then, reconstituted thrice for a period of two years and one year alternately. The present tenure is scheduled to terminate on August 12, 1959.

#### *Impact of the CSWB programme*

5. *Direct association of voluntary social workers in the execution of welfare programme.*—One of the distinctive features of the organisational set up created by the CSWB is the active participation of women voluntary social workers who were made responsible for administering the various programmes. This, we feel, is a healthy tradition and will have to be preserved in any future set up provided for stimulating the growth of voluntary effort.

6. *Organisational set up.*—One of the contributions of the CSWB is the creation of an organisational machinery right from the Centre to the district and village levels for the execution of social welfare programmes. We note that with the organisation of Welfare Extension Projects, the CSWB has attempted, for the first time, to extend welfare services to the rural areas which were hitherto left uncovered.

7. *Frame-work of method and procedure.*—Further, it is largely through the Board that the work of welfare programmes in the voluntary sector and in the sponsored non-official set up has been brought within a certain frame work of method and procedure largely through the enforcement of specific conditions attached to the grants-in-aid programme.

8. *Development of grants-in-aid programme.*—The CSWB has attempted to develop a grants-in-aid programme for voluntary organisations all over the country. This has served to strengthen the voluntary organisations in terms of financial resources. We would, however, wish to emphasise that the CSWB's special contribution lies not so much in the quantum of grants sanctioned or the number of institutions aided, but in the formulation of a grants-in-aid programme which can provide the basis for further systematic development.

#### *Functions of the CSWB*

9. *Original functions.*—For a proper appreciation of the working of the CSWB, however, it is essential to see how far the contributions of the CSWB are related to the original functions assigned to the Board. The original Resolution of the Government of India, setting up the CSWB in August, 1953, specified that the functions of the Board would be: "Generally to assist in the improvement and development of social welfare activities and in particular—

- (a) to cause a survey to be made of the needs and requirements of social welfare organisations;
- (b) to evaluate the programmes and projects of the aided agencies;
- (c) to coordinate assistance extended to social welfare activities by various Ministries, in the Central and State Governments;
- (d) to promote the setting up of the social welfare organisations on a voluntary basis in places where no such organisations exist; and
- (e) to render financial aid, when necessary, to deserving organisations or institutions on terms to be prescribed by the Board."

10. *Organisation of field counselling service.*—A preliminary analysis of the original functions of the CSWB indicates that the principal obligation of the CSWB was towards rationalising the system of rendering financial assistance to voluntary organisations. The Central Government Resolution establishing the Board, clearly

highlighted "the object of giving assistance to voluntary Social Welfare Organisations throughout the country, to maintain and develop their existing programmes and to dovetail them into the general pattern as laid down in the Five Year Plan". But it is found that apart from disbursing grants-in-aid, effective steps have not been taken by the Board to assist the voluntary organisations in improving the quality of their welfare services. We feel that attention should now be given by the CSWB to the strengthening of voluntary organisations by organising a field counselling service. This problem has been discussed in some detail under the chapter relating to the Grants-in-aid Programme. These services, it is hoped, would help to strengthen the programme of voluntary agencies. Further, to ensure full use of the resources provided under the grants-in-aid programme, it would be necessary to follow up the field counselling service by a regular system of internal assessment. This internal assessment is different from evaluation which should be entrusted to an external independent agency as recommended elsewhere.

11. *Survey of the requirements of welfare agencies.*—In an attempt to fulfil this function, the CSWB appointed three *ad hoc* panels to survey the existing agencies in the fields of welfare of women, children and the handicapped. The reports of these panels were used by the CSWB in the administration of its programmes, but none of these reports was published. Subsequently, the CSWB appointed two committees to advise on the programmes of the after-care and social and moral hygiene. Apart from the report of these *ad hoc* panels and committees dealing with specific programmes, the CSWB has not undertaken any comprehensive and continuing programme to survey the needs and requirements of social welfare agencies. We are of the opinion that such surveys should be undertaken so that the programmes of the CSWB could be reviewed and modified to suit the changing requirements of welfare agencies. In this regard, the CSWB could also effectively draw upon the data provided by welfare institutions as part of their applications for grants-in-aid. The existing Statistical Unit in the CSWB would require to be manned by experienced and qualified staff, for this purpose.

12. *Coordination of grants-in-aid programme.*—At present, co-ordination of the various grants-in-aid programmes at the Centre is sought to be achieved by departmental discussions and exchange of lists of aided institutions. But this only serves to lengthen the process of scrutiny and approval of the applications and does not provide for the application of uniform criteria in administering the different aid programmes. We are of the opinion that the CSWB is the appropriate agency through which all Central grants-in-aid to voluntary social welfare agencies for development purposes should be channelled. The overall aspects of coordination will, however, be dealt with by the proposed Welfare Department in the Ministry of Education.

13. *Promotion of voluntary organisations in uncovered areas.*—There are some inherent difficulties involved in attempting to promote voluntary organisations in areas which do not have such services. These difficulties include the absence of welfare organisa-

tions, of experienced workers and of fulfilling conditions such as those of registration, auditing of accounts and raising of matching contributions. We feel that these difficulties can best be resolved by providing sufficient incentives for the setting up of new institutions, through the relaxation of the minimum conditions of grants-in-aid in order to induce organisations of standing and repute to take up work in these areas. This aspect of the matter has been dealt with by us later in the Report.

14. *Organisation of grants-in-aid programme.*—In regard to the administration of grants-in-aid programme, it is felt that in spite of the steps taken recently by the CSWB to transfer some of the functions to the State Boards, there is considerable delay in the scrutiny and approval of the applications by the Central Board. We have found that these delays could be eliminated to a great extent if the entire responsibility for sanctioning grants is delegated to the State Boards, on the basis of certain general criteria to be laid down by the CSWB and with funds made available by the CSWB. A detailed examination of the working of the programme has been undertaken in the relevant chapter.

15. *Organisation of welfare projects in rural areas.*—We have also considered the question of assigning additional functions to the CSWB, in the light of the present emphasis on various aspects of social welfare programmes. The WEP programme was not specified in the original list of functions of the CSWB but was undertaken by the CSWB later in 1954. The coordinated pattern project in the community development blocks was also introduced subsequently. We feel that since some experience has now been gained by the State Boards in the working of the WEP programme the executive responsibility for the welfare extension projects should be entirely handed over to them. However, the CSWB should continue to render financial and technical assistance towards these projects. The details of the arrangements proposed by us have been discussed in the chapter on Welfare Extension Projects.

16. *Initiation of pioneering services.*—The CSWB should also be made responsible for initiating certain pioneering services which have not been undertaken so far by voluntary organisations either because the need has not been felt for such services or the programme requires personnel and specialised equipment which is beyond the resources of voluntary organisations. In the initial stages, the CSWB may undertake these programmes directly under its supervision as it did in the case of rural welfare extension projects, but once the pioneering services are firmly established, the further responsibility for the execution of these programmes should be delegated to the State Boards, or to voluntary organisations or to the appropriate departments of the State Governments, as the case may be.

17. *Stimulation of coordination among voluntary welfare agencies.*—The CSWB should be in a position to make a special contribution in stimulating effective coordination and avoidance of duplication among voluntary organisations, especially at the all-India level. At the State and district levels, the State Board could assist the agencies concerned in bringing about the desired coordination. The

setting up of Coordinating Councils is one of the means of coordination which we have discussed in detail in our chapter on the "Role of Voluntary Organisations."

18. We would, therefore, recommend that:—

*The functions of the CSWB may now be revised as follows:*

- (i) *to cause a comprehensive survey to be made of the needs and requirements of social welfare organisations;*
- (ii) *to lay down the broad policy and priorities for the grants-in-aid programme and to allot funds to the State Boards for the administration of this programme;*
- (iii) *to organise a field counselling service as an effective supplement to the working of the grants-in-aid programme to assess the programmes and projects of aided agencies;*
- (iv) *to coordinate the various grants-in-aid programmes for voluntary social welfare agencies available at the Centre;*
- (v) *to promote the setting up of voluntary organisations in areas uncovered at present;*
- (vi) *to promote the setting up of the rural welfare projects to be administered through the agency of the State Social Welfare Boards;*
- (vii) *to initiate the organisation of pioneering welfare services; and*
- (viii) *to stimulate effective coordination among voluntary welfare agencies, especially at the national level and among agencies covered by the grants-in-aid programme.*

#### Composition of the CSWB

19. *Present composition.*—The present composition of the CSWB is detailed below:—

<i>(a) Non-official Members</i>		No.
Chairman (nominated by Government)	.	1
Eminent social workers (nominated by Government)	.	5
Representatives of Parliament	.	2
		(One from Rajya Sabha and one from Lok Sabha)
TOTAL		8
<i>(b) Official Members</i>		
One member each representing the Ministries of Education, Finance, Health, Community Development and the Planning Commission		5
GRAND TOTAL		13

Except for the five official members, all the other members, including the Chairman are women.

20. *Representation of non-official social workers.*—We feel that the practice of Government nominating eminent non-official social workers to serve on the CSWB is necessary in the present context and should be continued especially with regard to the nomination of the Chairman.

21. *Representation of the Parliament.*—The present number of M.Ps. on the CSWB is not in conformity with the usual proportion for securing representation of Parliament, on various boards and committees. Though the present system of nomination possesses a number of advantages, greater interest on the part of the Parliament in the working of the CSWB could be stimulated through a system of direct election by Members of Parliament. Further, to ensure the most effective contribution to the working of the CSWB, these representatives may be chosen either from within the Parliament or from outside.

22. *Representation of voluntary organisations.*—As the CSWB will continue to deal with voluntary organisations, it is necessary that all-India voluntary welfare organisations should be represented on the Board on a more formal basis. At present, this association is secured by nominating eminent social workers on the Board in their individual capacity. But we feel that a formal representation would place these members in a better position to represent the views of their organisations and, at the same time, to interpret the decisions of the CSWB with greater effect. Until such time as a national coordinating council of all-India voluntary organisations starts functioning, the only possible alternative for ensuring such a formal representation would be to select three organisations, by rotation, from an approved list of such organisations prepared by the Government. The selected institutions may then nominate their representatives who will hold office for the prescribed period.

23. *Representation of Chairmen of the State Boards.*—The Chairmen of the State Social Welfare Boards have acquired a considerable fund of knowledge and experience in the administration of welfare programmes. The CSWB has already attempted to draw upon this experience through the organisation of periodic conferences of Chairmen of the State Boards. We feel that the working of the CSWB could be effectively strengthened, if some of the Chairmen of the State Boards could serve on the CSWB in rotation.

24. *Representation of Central Ministries.*—Elsewhere we have considered the question of bringing together various social welfare subjects under a single administrative unit at the Centre. A number of programmes with direct bearing on welfare will, however, continue to be dealt with by other concerned Ministries. Therefore, while it will be necessary to continue their official representation on the existing basis, the proposed welfare department may have to be given additional representation.

25. *Regional representatives.*—The basis of representation recommended above will ensure that the Chairman and members of the CSWB will represent different fields of talent and experience. However, social problems vary from State to State and between regions.

**This variation** also holds true with regard to the pattern and stage of development reached by each State in the organisation of welfare services. It is **necessary**, therefore, to provide that in making nominations to the CSWB, these regional variations should also be kept in mind.

26. *Representation of women.*—The majority representation of women in the Board, and the appointment of a woman as the Chairman, has, it is felt, been of considerable advantage. It is desirable that this practice should continue and be taken note of in the composition of the Board.

27. *The composition of the CSWB should, therefore, be revised as follows:—*

(i) *The number of members of the Board should be raised to 15 non-officials in addition to ex-officio members;*

(ii) *The chairman and five members (non-officials) should be nominated by Government from among eminent social workers;*

(iii) *3 representatives should be elected by Parliament (two by the Lok Sabha and one by the Rajya Sabha either from within Parliament or outside);*

(iv) *3 members be nominated, one each by 3 institutions selected in rotation, by Government from a list of approved voluntary organisations;*

(v) *3 members be nominated by Government among Chairmen, State Social Welfare Boards, in rotation; and*

(vi) *the existing basis of representation of Central Ministries should continue.*

### *Status of the CSWB*

28. As constituted at present, through a Resolution of the Government of India in the Ministry of Education, the CSWB does not have a legal entity but virtually functions as an autonomous body. It receives funds from the Ministry of Education and makes its own disbursements to State Boards and aided institutions. The present ambiguous status requires to be resolved in the light of the new functions to be entrusted to the Board. There are a number of advantages in reconstituting the Board as an autonomous statutory body. Such a status would equip the CSWB with the necessary powers to carry out its functions effectively. It would also permit the CSWB to function independently and directly without undue delay. Further it would be possible for the Board to frame such procedure, as is necessary, in dealing with the special problems of voluntary welfare organisations. We, therefore, recommend that:—

**The CSWB should be constituted as a statutory autonomous body.**



*Tenure of Office of Members*

29. At present, the tenure of office of the Members of the CSWB is directly linked with the tenure of the Board itself which has been rather short and varying. The Board, as recommended above, will be a permanent statutory body. It is, therefore, necessary to stabilise the tenure of office of the Chairman and the Members so that there is a continuity in the policies and programmes of the Board. It is considered that a period of three years will be suitable for the purpose. We accordingly recommend that:—

*The tenure of office of the Chairman and Members of the CSWB should be for a period of three years.*

## CHAPTER II

### STATE SOCIAL WELFARE ADVISORY BOARDS

#### *Origin and Functions of the State Boards*

1. *Origin*.—Within a year of its establishment in 1953, the Central Social Welfare Board at one of its meetings, passed the following resolution:

“Resolved to request the State Governments to constitute State Welfare Advisory Boards for purposes of better coordination between institutions in the State and the State Governments and the CSWB; and also for a wider coverage and intensive study of the working of the institutions in the States and to follow up frequently their programmes and activities”.

2. *Existing functions*.—Accordingly, in 1954, at the instance of the CSWB, the State Governments set up Social Welfare Advisory Boards with the following functions:—

- (a) to act as media for exchange of information between the field and the Centre and *vice versa*;
- (b) to invite, receive, examine and recommend to the Central Social Welfare Board applications for grants-in-aid from voluntary welfare institutions;
- (c) to supervise generally and report on the working of the aided institutions;
- (d) to advise and assist the Central Board in sponsoring new welfare programme and activities wherever they are needed within that State;
- (e) to coordinate the welfare and development activities undertaken by the various Departments of the State Government with a view to avoiding duplication; and
- (f) to undertake such other activities as may be conducive to the fulfilment of these objectives.

3. *Revised functions*.—It will be seen from the foregoing list of functions that the State Boards have two major responsibilities, one in the field of grants-in-aid and the other relating to coordination of welfare activities at the State level. Subsequently, the State Boards came to be associated with a number of other programmes undertaken by the Central Social Welfare Board. By far the most extensive of these programmes is that of the welfare extension projects. We have argued, in other parts of this Report, the case for delegating greater authority to the State Boards in regard to the programmes of grants-in-aid and welfare extension projects. At the same time, we are of the opinion that the State Boards are not suitably situated to undertake the coordination of all welfare activities at the State level. We think that this function can more suitably be undertaken by the proposed welfare departments of the State Governments. The State

Boards should concentrate on effecting coordination between voluntary organisations. In view of these considerations, the functions of the State Boards have been restated in paragraph 5 below.

4. It will be noticed that the functions of the State Boards have had to be modified so as to be in consonance with the revised functions of the CSWB, as visualized by the Team e.g., in respect of the assistance that the State Boards would be required to give in providing a field counselling service. Further, the Team has recommended that the State Boards should administer a programme of maintenance grants on behalf of the State Governments. This has, therefore, been added to the original functions of the State Boards.

5. The Team, therefore, recommends that:—

*The functions of the State Social Welfare Boards may be revised as follows:—*

- (i) *to promote the growth of voluntary social welfare agencies, with special reference to development of welfare services in areas uncovered at present;*
- (ii) *to administer the grants-in-aid programmes:*
  - (a) *on behalf of the CSWB for development and capital grants; and*
  - (b) *on behalf of the State Government for maintenance grants;*
- (iii) *to assist CSWB in the provision of a field counselling service for aided agencies;*
- (iv) *to administer the programmes of rural welfare projects;*
- (v) *to stimulate effective coordination among voluntary welfare agencies at the State and local levels; and*
- (vi) *to assist the CSWB and the State Government in the further development of welfare services.*

6. *Executive role.*—It will be clear from the foregoing paragraphs that we have visualised that the State Board should function as an executive agency and not in an advisory capacity. This will call for a redefinition of their status, form and organisation. In our opinion this might best be done through an appropriate statute which will also define the relationships of the Boards with the State Governments and the Central Social Welfare Board. We, therefore, recommend that:—

*The State Social Welfare Advisory Boards should be redesignated as State Social Welfare Boards and should serve as independent executive bodies to assist the CSWB as well as the State Welfare Departments in their programmes. The status, form and organisation of the State Boards may be redefined in a statute in which the relationships of the State Boards with the State Governments and the Central Social Welfare Board should also be brought out.*

### *Composition of the State Boards*

7. *Composition.*—At present, half the Members of the State Boards are nominated by the Chairman, CSWB, from among non-official workers. The other half are nominated by the Chief Ministers and include some official members e.g., the Development Commissioner, the Directors of Social Welfare, Women's Welfare and related Welfare Departments. The Chairman is chosen in joint consultation. With the additional functions entrusted to the State Boards, the composition also requires to be made more broad-based and representative in character. The revised composition of the State Boards, visualized by us, follows the same pattern as suggested for the CSWB at the Centre. Thus the present practice of selecting a Chairman and non-official members from among experienced social workers should continue. It is also necessary to provide for representatives from the State Legislature who may be elected by the Members of the State Legislature either from among MLAs/MLCs themselves or from among eminent social workers/experts from outside the Legislature. The formal representation of the State-level voluntary welfare organisations will be ensured by the State Governments nominating representatives from an approved list of such organisations till the State level Coordinating Councils of welfare agencies are set up. Just as the Chairman of the State Board will serve in rotation on the Central Board, the State Boards in turn should draw upon the knowledge and experience of the Chairmen of PICs, especially with regard to the running of the WEP programmes and extension of welfare services to the rural areas. The *ex-officio* nominees of the State Departments should represent the proposed welfare department and such other departments which may continue to deal with various welfare subjects.

8. *Districtwise representation.*—At present the distribution of Members of the State Boards over the various districts varies widely from State to State. In some States, the percentage of Members residing in one city is very high. We feel that undue concentration of members of the State Boards in one city should as far as possible be avoided. While the basis of representation recommended above will serve to draw in the necessary talent and experience, it is emphasised that in view of the size of the different States and unequal distribution in the development of welfare services and their special social problems, it is necessary to provide certain safeguards to ensure that these variations between the districts are also kept in mind. We, therefore, recommend that:—

*The composition of the State Social Welfare Boards should be revised on the following basis:—*

(i) *that the Chairman and 5 non-official members should be nominated by the CSWB and the State Government in joint consultation from among eminent social workers and experts;*

(ii) *that 3 representatives should be elected by the State Legislature (one from Legislative Council, where such a Council exists);*

(iii) that 3 representatives should be selected by the State Government from a list of approved State level welfare organisations, in rotation;

(iv) that 3 representatives should be nominated from among Chairmen, PICs;

(v) that the representation of State Government departments dealing with welfare programmes should be continued on the existing basis; and

(vi) that in the selection of members to serve on the State Board, the criterion of district-wise representation, especially of districts relatively neglected in terms of welfare services, should be taken into account.

#### *Tenure of Office*

9. The present tenure of office of the Chairmen and Members of the State Boards is not uniform and varies from 1 to 2 years. As in the case of the Central Board it is considered necessary that the tenure should be stabilised at a fixed term of 3 years. It is, therefore, recommended that:—

*The tenure of office of the Chairman and Members of the State Boards should be for a period of 3 years.*

## CHAPTER III

### WELFARE EXTENSION PROJECTS

The extension of welfare services to rural areas presents a special problem. An analysis of the growth of welfare services in the country indicates that over the years a large number of welfare organisations have been set up in urban areas and particularly in the large metropolitan cities. Perhaps, this may be due to the fact that a number of social problems have manifested themselves in an acute form in the urban areas and it is possible to organise local leadership and community response more easily in the cities and towns to support and maintain welfare institutions. On the other hand, the innate strength of the rural community is such that given the organisational base and the necessary resources, it should be possible for the rural communities to cater to their own welfare needs.

2. *Welfare programmes in the C. D. Blocks.*—Rural welfare programmes cannot be described as new programmes. A number of attempts have been made by different agencies in the past to improve living and working conditions in the rural areas. At this stage it is possible only to make a passing reference to the pioneering work in the field of rural development undertaken in centres such as Gurgaon (Punjab), Martandam (former Travancore State), Sriniketan (West Bengal) and the programme of constructive work inspired by Gandhiji and the activities of the Firka Development Department in Madras State. In general, these early programmes were directed primarily towards economic development and as such the social welfare aspects received less attention.

3. *Other departmental programmes.*—Welfare programmes for rural women and children were initiated earlier in a number of States by other departments of Government, e.g., Women's Welfare Departments in Madras, Andhra Pradesh and Uttar Pradesh. A typical welfare programme is executed through an Assistant Women's Welfare Officer at the district level with Welfare Organisers posted in the welfare centres. The growth and expansion of the programmes of the Women's Welfare Department has in recent years been limited by the development of the WEPs and the welfare programme in the C.D. blocks. While the programmes of Women's Welfare Departments have registered a measure of achievement, these programmes are financed and executed by Government Departments with an entirely official staffing pattern. Unlike WEPs and C.D. blocks, popular contribution and participation, do not find significant place in these programmes. Nor are voluntary social workers associated with the execution of these programmes.

4. *Social content of community development.*—The next important land-mark in the development of rural areas was the launching of the community development programme

in October, 1952. In the development of welfare services, this was significant in two respects. In the first place, it provided for a comprehensive programme of development with community support within a compact organisation unit. Secondly, it also had a social content in its programmes which had the potentiality of developing into a fullfledged social welfare programme in course of time. To begin with, social education was the only programme in the C. D. blocks which approximated to a social welfare programme. In a block of 100 villages, there was only one woman social education organiser and two gram sevikas to attend to the special needs of women and children. This resulted very often in limited coverage or in activities fading away soon after the attention of the staff was transferred to other villages. In regard to the budget also there was no separate provision ear-marked for the welfare of women and children. Welfare services for women and children were financed from out of the allocation for several items, e.g. social education, crafts etc.

5. *Original pattern WEPs.*—In August 1954, the Central Social Welfare Board initiated a new scheme of Welfare Extension Projects (WEPs) for rural women and children. A typical welfare extension project of the First Plan series covers a compact area of 25 villages through 5 multi-purpose welfare centres. Our research studies reveal, however, that the benefits of programmes conducted by the field staff do not normally extend to villages other than the ones where the centres are located. Annexure II briefly indicates the main findings in this respect, details of which will be incorporated in volume II of this Report.

A welfare extension project is managed by a Project Implementing Committee (PIC), specially constituted for the purpose, the Chairman and most of the members are drawn from among women voluntary social workers. Some local officials are also appointed as members of the PIC and often act as Treasurers to the Committee. Most of the original pattern projects were located outside the community development blocks or the area covered by similar welfare programmes of other departments. The programme of a typical project centre includes the running of a balwadi (combination of a creche and a pre-basic school), adult literacy and social education classes, a craft training programme and provision of elementary medical aid and maternity services. The staff for each centre includes a gram sevika, a craft instructor and a dai—their work being supervised by a mukhya sevika (chief welfare organiser) and a mid-wife posted at the project level. The funds required for running the WEP scheme are drawn from a number of sources, namely, the CSWB, the State Government and peoples contributions.

6. *Co-ordinated pattern WEPs.*—In April, 1957, the Central Social Welfare Boards and the Ministry of Community Development drew up a programme for organising welfare activities in the community development blocks on a coordinated basis. According to this decision, all projects set up after April, 1957 would be located within the area of a Stage I com-

munity development block and they would begin functioning about the same time as the block itself. It has also been decided that all the original WEPs would be converted into the coordinated pattern projects as soon as the area of each of these projects is covered by a C.D. block. The coordinated WEPs are located within the area of a C.D. block and are coterminus in coverage, as also in the period of existence. This means that the coverage, of the coordinated WEP extends over 100 villages as compared to the original 25. The period of existence is five years according to the latest phasing. The organisational pattern has also been re-arranged to provide for ten project centres. The Project Implementing Committee is jointly constituted; seven non-officials being nominated by the State Board with the approval of the CSWB and another six members are nominated by the Community Development Department. *viz.*, three officials and three representatives of the Block Development Committee.

Annexure III shows the initial targets and actual achievements relating to establishment of WEPs. It will be seen that the actual progress in setting up of these projects is considerably slow in relation to the original targets. We have also noted that although the initial target in 1954, was to set up one project per district, as many as 46 districts remain uncovered even at the end of month of April, 1959 as will be seen from Annexure IV.

*7. Some significant features.*—Before entering on a detailed examination of the WEP scheme, it is necessary to draw attention to certain distinctive features in the organisation of a welfare extension project, *viz.*

- (a) it entrusts voluntary workers with the actual execution of the programme;
- (b) it attempts to secure popular participation in the financing and running of the programme;
- (c) it organises its activities through project centres; and
- (d) it provides trained staff resident at each centre.

In the subsequent paragraph we have attempted to examine the extent to which the objectives of the pattern indicated above have been realised and to suggest improvements where necessary.

*8. Existing organisational pattern.*—The foregoing paragraphs have indicated the major Governmental agencies that are at present operating welfare programmes for women and children in the rural areas. We find that similar programmes are working simultaneously at various stages of development and in different combinations.

These programmes are listed here to serve as a background for further discussions:

**(a) CSWB programmes.—**

- (i) Original pattern WEPs located outside a C.D. block area.



- (ii) Original pattern WEPs have not been reorganised on a coordinated pattern subsequent to being covered by a new C.D. block.
- (b) *Coordinated CSWB and C.D. programmes*—Coordinated Pattern WEPs.
  - (i) Located in a Stage-I block.
  - (ii) Located in a Stage-II block (This situation will arise only at the end of the Stage-I period).
- (c) *Community development welfare programme*—Welfare programmes for rural women and children conducted in C.D. block area through block staff.
- (d) *Other departmental welfare programmes*—Welfare programmes for rural women and children conducted by other welfare departments, e.g., women's welfare either
  - (i) in a C.D. area or outside, or
  - (ii) in a WEP area or outside.

Taking into consideration the various patterns mentioned above and the decisions arrived at by the CSWB and the Ministry of Community Development on the coordination of their programmes, we note the following alternative sequences leading to coordinated programmes viz.

Phase—I	Area not covered by a WEP	Area not covered by a C.D. block
Phase—II	Area covered by an original pattern WEP	Area covered by welfare programmes of the C. D. block
Phase—III	Areas within a C. D. block covered by a coordinated pattern WEP	

9. *Recommended organisational pattern.*—We have given careful consideration to this question and are convinced that one of the first needs is to reduce the multiplicity of agencies and patterns that are operating welfare programmes for women and children. We are of the opinion that the welfare extension project with the features listed in the preceding paragraphs, provides by far the most satisfactory pattern for the organisation of this work and that the WEP programmes should be effectively coordinated with that of the C.D. blocks. The other governmental agencies may continue to operate similar welfare programme only in areas not covered at present by either the C.D. or WEP programmes. But the programmes may be discontinued as soon as the areas are covered by the WEPs or C.D. blocks.

**10. A comparative Statement.**—The following statement is intended to illustrate the difference between the original pattern WEPS., the coordinated pattern WEPS and the welfare activities in the C.D. block for women and children in terms of the organisational pattern, staff structure, content of activities and financial provision.

*Rural Welfare Programme for Women and Children*

	C.D. block welfare programmes	Original pattern WEPS	Coordinated pattern WEPS
	1	2	3
1. Population covered	66,000	25,000	66,000
2. No. of villages covered	100	25	100
3. No. of project centres	(Work not organised through project centres)	5	10
4. Staffing pattern	1 Woman SEO	(a) <i>Supervisory</i> 1 Mukhya Sevika	1 Mukhya Sevika 1 Women SEO from block staff.
	2 Gram Sevikas	(b) <i>Field level</i> 5 Gram Sevikas 5 Dais 5 Craft Instructors 1 Midwife	8 Gram Sevikas 4 Dais 2 Craft Instructors 6 Balwadi teachers plus from block staff 4 Midwives 2 Gram Sevikas
5. Budget	Total 5 years	Total 3 years	Total 5 years
(Part 1 only excluding local contributions)	Rs. 40,000 (State II—Rs. 20,000)	CSWB—Rs. 53,067 State Govt.—Rs. 26,533	Block Budget—Rs. 40,000 CSWB—Rs. 96,000 State Govt.—Rs. 48,000
		Total—Rs. 79,600	Rs. 1,84,000 Plus* Rs. 24,000 Grand Total 2,08,000
6. Managing body	Block Development Committee	Separate PIC with Chairman and non-official Members nominated by State Board from among women voluntary workers plus <i>ex-officio</i> members	Separate PIC with Chairman and non-official members nominated by State Board from among women voluntary workers and representatives of Block Development Committee plus <i>ex-officio</i> members.

	1	2	3
7. Programme of activities	Programme not standardised but includes organisation of mahila mandals, balwadis and home improvement	<p><i>Daily Programmes—</i> Creche, Nursery School, Medical aid, maternity services, social education, Art and Crafts, Cultural and recreational activities</p> <p><i>Weekly Programmes—</i> Sanitation-drives, film-shows and dramatics</p> <p><i>Periodical Programmes—</i> Inter-village competitions, celebration of festivals, melas and exhibitions.</p>	List of activities as in original pattern WEPs

11. *The original pattern WEP located outside a C.D. block area* will continue as it is until such time as the WEP is covered by a C.D. block and is organised on the co-ordinated pattern. This, however, assumes that the projects will not be discontinued in the meantime.

12. *As regards the original pattern WEP located within a C.D. block area*, we consider that it should be reorganised without delay on the co-ordinated pattern, even though some difficulties may be experienced in relocating the centres within the area of the block, in constituting a new PIC and in framing a new budget.

13. *The Welfare programmes for women and children conducted in the C. D. block* should be so drawn up as to make the subsequent organisation of a co-ordinated pattern WEP easier. It may be noted here that while there may be no essential difference in the nature of welfare activities of the C. D. block and co-ordinated WEP, the organisational machinery for the latter is materially different. It provides for a special committee appointed jointly by the development authority and the State Board. This Committee provides for participation by voluntary workers in an executive capacity. The organisation of the work in the field also follows a different pattern in that activities now have a physical location in a selected number of villages. It is expected that the activities in the co-ordinated WEP would be relatively more intensive with additional staff and larger budget. It is important that a beginning be made in the pre-coordinated stage with a welfare programme organised through the machinery of project centres and resident trained staff. The woman SEO and the two gram sevikas provided by the block should be entrusted with the running of at least two project centres. Women social workers should be appointed to serve on a separate sub-committee for welfare programmes appointed by the Block Development Committee. This sub-committee could serve as

the nucleus of the PIC to be set up later. It is important that the block authorities should so reframe the welfare programme that it should serve to prepare the way for the organisation of a co-ordinated WEP. This preliminary work programme would also help in ensuring the success of the co-ordinated pattern project. Even though limited funds and staff are provided in the block budget for welfare activities, we consider that there are distinct advantages in implementing such a programme, (a) if the limitations are kept clearly in mind so as to avoid any frustration among the people and the project staff in terms of targets and achievements, (b) if a start is made in organising project centres with trained welfare staff, and (c) if the principle and practice of executing these welfare programmes through voluntary workers are firmly established.

14. The lump allotment of Rs. 40,000 in the Stage-I Block budget will be sufficient for the purpose of this limited programme. The provision, it may be added, does not include a separate element for non-recurring expenditure which is generally met from the CSWB funds. In our opinion it will be necessary to continue the programme in Stage-II C.D. blocks as well, since a period of 5 years is not long enough for welfare services to leave any lasting impact. This is borne out by the results achieved by the WEPs that have been functioning for the last five years. Further, it may be stated that the original allocation of Rs. 40,000 for the five-year period for 100 villages is itself very meagre. The assumption that the reduction in the allotment can be covered by increased local contributions is also not quite valid as the incentives are relatively weak in a welfare programme, where the tangible results take time to be realised. We, therefore, consider that the provision for welfare programmes in the block budget of both Stage-I and Stage-II blocks, should be retained at a minimum of Rs. 40,000 which is barely necessary to maintain the existing programmes.

15. *The welfare programmes* for rural women and children conducted by *other welfare departments* require to be integrated within the frame-work of a uniform programme of action. As the C. D. and WEP programmes extend in coverage, there will be fewer areas in which other welfare departments can expect to function. In recommending the integration of the activities of these departments, we wish to emphasise that the existing field staff of these departments should necessarily be absorbed into the co-ordinated programme that has been initiated.

16. The C. D. programme can appropriately provide the broad frame-work within which the WEPs cater to the welfare of a section of the rural community in need of special attention, namely, women and children. This co-ordinated pattern WEPs, however, function under a number of limitations. It had been observed that the State-wise distribution of WEPs of both types is uneven due primarily to the non-availability of experienced voluntary workers. This difficulty is greater in the co-ordinated pattern WEPs because even fewer experienced women voluntary workers are available at the block level to serve on the PIC. There are also a number of other problems. The area to be covered is larger; there is a larger number of staff to be controlled and it is drawn at present both from the WEP and the C. D. block and the budget is provided

by many sources. All these factors raise the problem of ensuring effective co-ordination among a number of different authorities connected with the block administration such as the Block Development Committee, the State Government and the welfare and development departments. We have suggested certain changes in the organisational pattern of co-ordinated projects in order to overcome some of these difficulties. It is necessary, however, to draw attention to the fact that the anticipated pace in the opening of co-ordinated pattern WEPs has not been maintained, except in the States of Bombay, Madhya Pradesh and Mysore, where the response can be described as encouraging. It is vital that, as the co-ordinated pattern has been accepted as the standard pattern for all future WEPs, immediate steps should be taken to isolate and remove the factors that prevent the rapid and even expansion of the co-ordinated WEPs. The Team therefore recommends that:—

(a) *Steps should be taken to remove the existing difficulties in the setting up and efficient functioning of co-ordinated pattern WEPs, the accepted pattern for all WEPs to be set up in the future.*

(b) *Original pattern WEPs located outside a C.D. block area should continue to function on the present basis until such time as the area is covered by a C.D. block, when the WEP should be reorganised on the co-ordinated pattern.*

(c) *Original pattern WEPs located at present within a C.D. block area should be reorganised on the co-ordinated pattern without delay.*

(d) *Welfare programmes for women and children in the C.D. block area conducted by the block staff should be so organised as to provide the basis for the subsequent setting up of a full-fledged WEP. The block staff (a woman SEO and two gram sevikas) should initiate a limited programme with, say, two project centres, under the supervision of a sub-committee consisting of women voluntary social workers appointed by the Block Development Committee.*

(e) *The provision in the budget of both the Stage-I and Stage-II block should be set a minimum of Rs. 40,000.*

(f) *Similar welfare programmes for rural women and children conducted by other welfare departments should be integrated into one standard pattern for the organisation of these welfare services.*

### ***Constitution of a separate PIC***

17. At present, the Project Implementing Committee (PIC) is constituted directly by the State Social Welfare Board; the co-ordinated pattern projects also provide for representation of the Block Development Committee. A suggestion has been made that it will be a retrograde step to constitute a separate PIC instead of immediately handing over the responsibility for welfare programmes to a popular representative body at the block level. We consider that the programme of democratic decentralisation will continue to

register steady progress and within a clearly foreseeable period (it is hoped that this will be by the end of the Third Plan period), the Block Panchayat or Block Development Committee will be in a position to take over the running of the welfare programmes. We feel, however, that the stage in the development of the Block Panchayat has not yet been reached and, until this is achieved, a separate PIC should continue to execute welfare programmes for rural women and children, a section of the rural community in need of special assistance, and whose claims tend to be overlooked while drawing up programmes and fixing priorities.

18. Arrangements have already been made to provide for the representation of the block level authority on the PIC. We consider that the proportion of block representatives, on the PIC should be increased in order that the effective association of these representatives in the actual execution of the programme will prepare the way for the ultimate transfer of welfare responsibilities from the PIC to the Block Panchayat. We, therefore, recommend that:—

*(a) Separate PIC should continue to function at the block level for the administration of welfare programmes for rural women and children.*

*(b) The number of representatives of the Block Panchayat/Block Development Committee on the PIC should be increased so that their association in running the programme will prepare the way for the ultimate transfer of welfare responsibilities to the block-level authorities.*

#### *Revised Composition of the PIC*

19. The existing position of the PIC in the original pattern projects does not require any amendment at this stage, particularly because it is expected that the original pattern projects will gradually be reorganised on the co-ordinated basis.

20. The existing composition, however, requires to be made more broad-based in a coordinated pattern project so as to provide for a higher proportion of representatives from the Block Panchayat or Block Development Committee. The point that this association will help to secure the ultimate transfer of welfare responsibility to the Block Panchayat has already been made in the preceding paragraphs.

21. It is generally accepted that the members of the PIC should be selected from among persons residing within the block area. This principle has not been consistently observed so far, partly because of the difficulty in finding suitable experienced women voluntary workers in the rural areas. The existence of this difficulty is reflected in the varying efficiency with which programmes are conducted and in the attitude of the rural people to the instruction of 'outsiders'. We would suggest that whenever it is necessary to appoint persons residing outside the block area to the PICs it may be ensured that they are in a position to devote sufficient time to welfare work in the block area. The Team recommends that:—

*(a) The composition of the PIC in the coordinated pattern*

WEPs, should be revised as follows:

	No.
(i) Chairman selected from among women voluntary social workers in joint consultation between Chairman, State Board and the block level authority .. .. .	1
(ii) Members nominated by the State Board from among local women social workers .. .. .	3
(iii) Members elected by the block panchayat either from among its non-official members or from outside .. .. .	3
(iv) Ex-officio members including Block Development Officer, Extension Officer (Industries) etc. ..	3
<b>TOTAL</b>	<b>10</b>

(b) Non-official members of the PIC should, as far as possible, be selected from among persons residing within the block area or, at least, from among persons who can devote sufficient time to this work.

#### *Functions of a PIC.*

22. Our studies reveal that there is considerable variation in the standards of performance of the PICs in different States and even in different areas of the same States. This is closely linked with the availability of experienced voluntary social workers who are either resident in the WEP areas or are able to give sufficient time to this work. While a great deal may be said about the imperfections of some of these PICs, the general impression we gathered was that even where the standard of performance left much to be desired in the beginning, there was a perceptible improvement after some experience had been gathered. A great deal of attention has yet to be given to finding suitable workers and for some years, it may be expected that the standards of the PICs will continue to vary. Nevertheless, we feel that with the steps suggested by us towards strengthening the PICs, they will be the most suitable machinery through which the rural welfare extension projects can be implemented..

23. One of the major functions of the PIC is to prepare the village community in the project area to receive the WEP programme and to participate in the various activities. It is evident that the Chairman and Members of the PIC have a special role to play in preparing the village community for this purpose. Their status and experience place them at a considerable advantage in interpreting the programme to the people and focussing attention on local needs and problems. Another major function of the PIC is its responsibility in securing popular contributions towards the running of the programme. This responsibility must be accepted by the Chairman and the non-official members of PIC, especially as this function cannot be effectively transferred to the project staff. Unfortunately, neither of these major functions have received adequate attention of the Chairman and non-official members of most of the PICs.

The Team recommends that:—

*The Chairman and non-official members of the PIC should pay special attention to the following functions:*

- (i) preparing the village community in the project area to receive the WEP programme; and to participate in the activities; and*
- (ii) organising and conducting the programme of raising popular contribution.*

*Popular initiative in location of a project centre*

24. We have observed that one of the most important reasons for the failure of a number of WEPs is the fact that in these cases it appears to be a project in which "outsiders" rather than the villagers are interested. The work of preparing the village community for receiving the programme is the responsibility of the Member-in-charge from the State Board and the Chairman and Members of the PIC. Apart from a careful survey, it is required of them to explain the merits of the programme to the people and gauge their attitude to the setting up of such a project and the location of the project centres. It is not sufficient if individual local leaders express themselves in favour of the project, as there are a number of factors that might come in the way of assuring their continued support. Instead, it would be better if the villagers, through representative local organisations, are persuaded to give expression to popular opinion in favour of the project, preferably through firm offers of assistance. Acharya Vinoba Bhave, in the course of a discussion with some of the Members of the Team, expressed the opinion that the WEP programme should be started only in those villages where the people themselves have asked for such projects. It is this alone that can provide a realistic base for running a successful programme with effective popular participation and it will ensure that project centres are located in villages where they are actually required. This also implies that the preparatory work in starting a project will have to be much more thorough than at present and that the pace of expansion will be directly controlled by these qualitative factors.

25. Another practical problem that must be tackled is the location of the project centres. There are evident disadvantages in dispersing centres over the entire block area, especially as this makes it difficult to provide transport, effective supervision and coverage. The alternative is to locate the centres in compact contiguous areas. This solution is made more difficult as it is not necessary for popular initiative to be expressed always in compact areas. This requirement may seem to contradict the earlier suggestion for locating the centres where the people have definitely expressed a desire for the programme. The contradiction, however, is only apparent. Even if the centres of the project are to be located in a relatively compact area, there would still be need for a choice between different villages. In the selection of these villages for the location of the centres, the principle indicated by Acharya Vinoba Bhave should be adhered to because of the distinct advantage



of people's enthusiasm being available from the very start. The Team, therefore, recommends that:—

(i) *Popular initiative, preferably expressed through representative local organisations, should be an essential criterion in deciding on the area in which the project is started and the village centres are located; and*

(ii) *in applying this criterion, care should be taken to ensure that the centres are located in a compact area capable of effective coverage and supervision.*

### **Content of the programme.**

#### *The basic approach*

26. Before coming to a detailed examination of the individual activities in the WEP programme, we wish to emphasise that in the conduct of a welfare programme for a rural community, it is necessary to replace the present sectional approach, which leads to the treatment of women and children as isolated individuals or groups. Instead, the work programme should be based on a broader community approach with the family as the integral unit. This orientation of the programme takes on a special significance in the light of the decision that in future all WEPs will be set up on the coordinated pattern in the C.D. block area where the programme covers the entire rural community. The WEP programme may focus its attention on meeting the special needs of women and children in particular, keeping always in view the broader perspective of the family and the community. In doing so specific attention should be given to encouraging families from the low-income groups to participate in these programmes. The timings of different activities may be adjusted to suit their convenience and correspond to their hours of leisure from field work.

#### **Balwadi**

27. One of the significant pioneering services undertaken by the CSWB is the balwadi. It is a programme for the education and care of children below the primary-school age. The content and purposes of the programme are naturally nebulous and continue to be evolved over a period of time. One of the impressions gathered by us is that there is a need for intensive study of this programme by educational and social experts in order (a) to standardise, to as large an extent as possible, the curriculum and equipment for the programme; and (b) to ensure that the balwadi develops as a preparatory institution for the further education of children entrusted to its care.

The programme has been started without assessing its full social and educational implications. By its very nature the programme is of an impelling type in that the children are likely to be imbued with the desire to continue their education after they have left the balwadi. If, therefore, frustration is to be avoided both to the parents and the children at a later stage, the balwadi should be made a part of a continuing programme over a period of years. It is necessary that though the programme may continue to be handled by the CSWB, it should be fully integrated with the policy and purposes of education departments in the State Governments.

28. The objectives of the balwadi programmes do not seem to have been properly understood by the project staff, both in terms of educational methods and minimum standards. Attendance at the balwadi varies both in terms of the size of the average daily attendance and the regularity of individual attendance.

29. It is observed that sufficient attention has not been given so far to the improvement of the health of the children. In the first place there is a need for conducting periodical medical examinations. These should supplement the child care services that form a part of the maternity and infant health programme which are more widely distributed and do not entirely cover the age groups of the children attending the balwadis. Secondly steps should be taken to correct the nutritional deficiency, that an average child of the rural area suffer from, by supplementing his daily diet suitably. Simple products such as sroated gram, 'Amla' fruit would go a long way to improve their diet. Greater efforts should also be made to ensure a regular supply of milk which is essential for building up of the children. We would suggest that local contributions may be arranged to meet the cost of the supplementary food. The deficiencies, if any, may be covered by increasing the provision on this account in the project budget by suitable re-adjustment under other heads.

30. The Team recommends that:—

(a) *The educational content of the balwadi programme should be standardized in consultation with the appropriate educational authorities and the training programmes for gram sevikas should be suitably reoriented to meet the needs of this programme.*

(b) *Regularity of attendance at the balwadi should be emphasised.*

(c) *Steps should be taken to strengthen the 'balwadi programme through the provision of supplementary nutrition on a regular basis and the conduct of a periodic medical check-up of the children.*

#### *Maternity and infant health service*

31. The maternity and infant health service provided at the project centres is evidently the most popular item in the WEP programme. The service is, however, limited at present to pre-natal and post-natal care and to domiciliary attendance at deliveries. It is felt that mother-craft, i.e. the training of the mother in activities related to the health and up-bringing of the child, should also come within the scope of the programme.

32. Further, it is observed that the provision of a family planning service has not yet been appreciated in rural areas. Family planning can be organised at the maternity centres. It will be of considerable advantage if the WEP centres are utilised for guiding the village women in the methods of family planning. This would require that the post of a dai at the village centre should be upgraded to provide for the services of an auxiliary nurse-cum-midwife.

33. The efficacy of the medical aid programme will mainly depend upon the amount provided in the project budget for the supply of medicines. Generally, the supplies are inadequate and

the stock is not replenished regularly. Steps should be taken by the State Board to procure and distribute medicines to the centres in time.

34. It has been observed that child health service has not received any adequate emphasis. It is considered necessary that apart from the medical facilities provided at the balwadi all children in the villages served by the centres should be covered by a programme that provides for a periodical medical check-up and measures to prevent common children's diseases.

*The Team recommends that:—*

(a) *The maternity and infant health service to be provided through an auxiliary nurse-cum-midwife should be extended to cover:*

- (i) *advice and guidance in family planning;*
- (ii) *training in mother-craft; and*

(iii) *assistance in improving the standards of local dais.*

(b) *The State Board should ensure a regular and adequate supply of medicines to the centres, the PICs being authorised to make local purchases, subject to certain specified limits.*

(c) *The infant health service should receive adequate emphasis and there should be a comprehensive programme for the regular medical check-up of children and prevention of common children's diseases.*

#### **Craft Programmes**

35. The progress registered by the craft programmes in the project centres, with some notable exceptions in Punjab and in some centres in a few other States, is not satisfactory. Most of the crafts taught in the centres, except for tailoring and sewing, have no practical utility and are not generally popular. The average attendance, we found, was also very poor and it was significant to observe that the attendance was high in centres where certain crafts like silk waste spinning or weaving have been introduced. We were, therefore, left in no doubt that a basic reorientation in the craft programmes is necessary if they are to be made effective and popular.

36. We would like to distinguish here between purely domestic crafts and crafts with a positive economic content aimed at adding substantially to the family wages. We feel that the project centres should concentrate on teaching purely domestic crafts which are directly related to the needs of household economy. This type of craft would cater to the needs of a large majority of women engaged in household and agricultural pursuits and would supplement their daily income. In this connection, we do not consider it necessary to have separate craft teachers in the centres and, we feel that the work can be handled by the gram sevika.

37. Other types of crafts with a positive economic content are also necessary for the economic rehabilitation of a special group of persons. We find that there are a number of women, almost in every village, who as a result of desertion, widowhood, etc. have little or no means of livelihood and are particularly exposed to

moral danger. In our opinion training-cum-production centres for cottage industries should be started especially with a view to benefit this group of persons. However, we feel that these production centres, in order to be effective, require to be assured of technical know-how, availability of raw-material, marketing facilities, etc., which it would be unrealistic to expect in an average welfare centre. We would, therefore, suggest that these centres should be set up and managed by Industrial Boards or other expert bodies under the aegis of the State Governments. The PIC should, however, take the initiative in helping these bodies to locate the centres and to select the women who could participate in these programmes.

*The Team recommends that:—*

(a) *Craft programmes undertaken at the project centre should concentrate on purposeful domestic crafts directly related to the needs of the family.*

(b) *The responsibility for the organisation of a craft programme with a substantial economic content on a production basis should be undertaken by expert bodies under the aegis of the State Governments. The PIC should, however, take the initiative in the location of these centres and in the selection of women workers.*

(c) *In the conduct of these craft programmes, priority in employment should be given to unattached, destitute or indigent women and those exposed to moral danger who are in need of special assistance.*

(d) *The budget of the WEP should include provision only for the programme of domestic crafts. The budget provision for running the production centres having economic crafts should be made from outside the WEP budget.*

### *Social Education*

38. The cultural and recreational aspects of the social education programme have generally proved more popular than the adult literacy aspect. The attendance in the adult literacy classes has generally been poor, except in cases where it has been attached to a purposeful craft programme. Adult women are usually too busy to take an interest in education and are more actively interested in supplementing their family income. The emphasis of the educational programme, however, can usefully be shifted from adult women to younger girls, who have completed primary education, but have not been able to study further in general schools either because of social prejudice or lack of opportunities. All sections of the village community should be drawn into the cultural and recreational programmes. The Team recommends that:—

(a) *The adult literacy classes in the social education programme should give an increased emphasis to the education of younger girls instead of the adult women.*

(b) *The cultural and recreational programmes should be oriented to provide for participation of all sections of the village community.*

### *Gradual handing over of activities and programmes*

39. The present programme of a WEP is intended to provide a minimum welfare service for rural women and children. None of the items in the programme can be described as 'new' in character except the fact that these services have not been uniformly extended so far to the rural areas. It is expected that most of the present items of the WEP programme will gradually be provided in the project areas as a part of the normal services of official departments. Thus, for example, as the medical and public health programmes register progress, it should be possible for the block and/or village panchayats or official departments to take over the responsibility for the provision of maternity services and medical aid organised at present through the WEP. Then again, the education programme should be able to take over the social education classes and, perhaps, at a later stage can also take over the balwadi. But until most of these services are 'normalised', it is hoped that this will occur by the end of the Third Plan period, the WEPs will continue to play a significant role in organising a minimum programme of rural welfare services with a considerable measure of popular participation and contribution. The Team recommends that:—

*As the various items of the WEP programmes are gradually absorbed into the general pattern of normalised services, arrangements should be made for their progressive transfer to the appropriate authorities.*

### *Staffing pattern at the field level*

40. Before going into the details regarding the changes required in the staffing pattern at the field level, we should like to draw attention to the fact that in a few States and in some areas of other States as well, we found that the post of the trained 'dai' was not filled or for long periods it has remained in abeyance. It was pointed out to us that enough trained dais were not available in such areas, mainly because of the existing low salary scales. As we have already pointed out, maternity and child welfare is one of the most popular items of the WEP programme. It is unfortunate that the State Boards concerned and the CSWB have not been able to take effective steps with the help of the public health departments of State Governments, to train and supply the necessary number of dais.

41. We consider that the staffing pattern of the project centres requires to be rearranged. With the additional responsibility that we have entrusted to the Dai, the post will have to be upgraded to that of an auxiliary nurse-cum-midwife capable of handling the medical aid programme and proposed expansion of the programme to include family planning, mother-craft, and improving the standards observed by the local dais. As sufficient number of trained dais for the existing programmes of the WEP in some States are not available, it is extremely important that steps should be taken to organise training facilities for a sufficient number of auxiliary nurse-cum-midwives in close coordination with public health departments of State Governments, the State Boards and the PICs.

42. In this connection we observed that in some of the Southern States the number of midwives and nurses was in excess of the demand. In consequence trained midwives were appointed in a number of WEPs on the same terms as given to trained dais. Unfortunately, the language barriers would make it difficult to employ these personnel in the projects of the rural welfare projects in other regions.

43. We have suggested earlier that the content of the craft programme should be recognised and that the WEP budget should provide only for purposeful domestic crafts. The post of the craft instructor should be abolished and the gram sevika should be trained to instruct village women in domestic crafts.

44. It will be useful to recruit some local women to assist the gram sevika in her work. These women should preferably be middle aged and should be paid suitable honorarium. Here we should like to draw attention to the working of the Gram Laxmi Scheme in Uttar Pradesh and Rajasthan and of the Gram Pishima Scheme in integrated family welfare pilot project of the Community Development Department, Bijra (West Bengal). Such a scheme would help to strengthen the hands of the project staff and will help to bring mature women in closer touch with the working of the programme. These may be designated as 'Gram Sahayikas'. Suitable Gram Sahayikas can be selected for training in order that they can eventually qualify themselves as gram sevikas. This could prove a most useful way of finding local women with the necessary rural background to take up this work and also be a means through which some of them could find economic rehabilitation.

*The Team therefore, recommends that:—*

(a) *The post of the craft instructor should be abolished and the gram sevika should be entrusted with the responsibility of providing training in domestic crafts.*

(b) *The post of the dai should be upgraded to that of a nurse-cum-midwife capable of undertaking family planning, mother-craft classes and improving the standards of the local dais.*

(c) *Immediate steps should be taken to expand existing training facilities for the auxiliary nurse-cum-midwife and, as an interim measure, a trained dai should be posted at each centre.*

(d) *Arrangements should be made to strengthen the staffing pattern in the centres by the appointment of gram sahayikas on payment of suitable honoraria.*

#### ***Integration of staff***

45. The pooling of WEP staff together with the corresponding staff of the C.D. block has raised certain problems. The minimum qualifications prescribed for each category of staff drawn from both authorities are not identical. The terms and conditions of work are also different. The gram sevikas appointed in the C.D. block are trained in the Home Economics Wing attached to the extension training centres of the Ministry of Food and Agriculture whereas those

appointed by the CSWB in the WEPs are trained through the Kasturba Gandhi National Memorial Trust. The variation in the content of the two training programmes does not ensure harmonious working of the gram sevikas with different background in the same project. The same problem holds good in regard to the working of women SEO and the mukhya sevika, the only difference being that till recently the latter had no prescribed programme of training.

46. While all welfare staff are pooled together and placed at the disposal of the PIC for purposes of organising the programme, the administrative and financial control with the staff drawn from C.D. block is still retained with the BDO. This dual control of staff does not encourage effective team work.

47. As for supervision, the field staff work is divided between the woman SEO and the mukhya sevika on an areawise basis; 50 villages being placed under the supervision of one and the remaining villages under the other. A single jeep is required to be shared by both the supervisors. It may be noted here that in respect of other extension services, there is only one supervisor provided at the block level.

*In this context, the Team recommends that:—*

(a) *All staff under coordinated projects should be recruited by a joint committee at the State level consisting of the representatives of the State Social Welfare Board and the concerned departments of the State Government.*

(b) *All project staff, who are now under the CSWB, should be taken into Government service and should be given the same terms and conditions of service as applicable to the corresponding employees in Government service.*

(c) *Having integrated all staff, the services of field workers and supervisors in the projects should be placed under the administrative and technical control of the PIC.*

(d) *In integrating the C.D. and WEP staff the minimum qualifications for selection and employment should be equated for each category of staff who should undergo a standardised programme of training.*

(e) *The training programme of the supervisory workers should be related to and based on the training courses given to the field workers.*

(f) *Instead of providing as at present two supervisors i.e. the mukhya sevika and the woman SEO, to function in the same coordinated project, only one supervisor should be appointed with the designation of mukhya sevika.*

## **Financial Arrangements**

### **Budget Procedure**

48. The budgets of welfare extension projects conform to the schematic pattern laid down by the CSWB. There is an overall ceiling of expenditure fixed for each project and most of the PICs

estimate within this ceiling, irrespective of the spending potentials of the project and consideration of the types of activities best suited to the area. The CSWB have recently introduced the system of budgeting for two years at a time. This has apparently been done to obviate the necessity of a detailed scrutiny of the estimates from year to year and also to assure a measure of continuance of the programmes in a project. Long-term planning has its obvious advantages. Nevertheless, so far as the financial budgeting goes it is essential that there should be a proper annual stock-taking so that the programmes for the next year are based on the spending potentials of the project judged by past performances. This is all the more necessary in the programmes of this nature which are built primarily on popular support and the nature and quantum of which are apt to vary from time to time. This would also help to avoid substantial savings and surrenders in the sanctioned estimates of the projects which, as we have found, have occurred almost every year as per details given below:—

(Rs.)

Year		Original budget estimates	Revised estimates	Actual
1955-56	. . . .	1,00,00,000	43,00,000	42,95,799
1956-57	. . . .	80,00,000	45,00,000	32,55,500
1957-58	. . . .	90,00,000	81,00,000	45,88,867
1958-59	. . . .	1,30,00,000	60,00,000	N.A.

*We would, therefore, recommend that:—*

(a) *The project budgets should be formulated by the PIC on a more realistic basis by taking into account the varying local needs and conditions and spending potentials of the projects in the light of past performances.*

(b) *There should be an approved plan for the activities to be undertaken in a project during a period of years, which may be coterminus with the Plan period. The project budgets should, however, be prepared from year to year in the manner obtaining in the government organisations.*

#### *Scrutiny and approval of budget estimates*

49. At present the project budgets are scrutinised initially by the State Board which sends consolidated estimates to the CSWB for approval. The total estimates are again referred to the Central Government for consideration and final approval. The scrutiny exercised by the Central Government is limited more or less to the consideration of fixing the lump-sum grant payable to the CSWB, in the light of the available Plan resources. The State Governments which are



represented on the State Boards also some times scrutinise and comment on the budgets with reference to the share of expenditure payable by them. The various processes involved in this system have, we have found, made for delay and are not conducive to economy and efficient execution of the projects. In our view the best arrangement would be that:—

*As in the case of the State Plan schemes, the ceilings of expenditure on activities undertaken by the State Board in each State may be fixed after consultations with the CSWB and the representatives of the State Government in the beginning of each year. But the project budgets should be finally approved by the State Boards, in terms of programmes of work and the allocations among different sub-heads.*

### Sharing of expenditure

50. The estimated cost of an old type project is met from grants-in-aid from the CSWB, grants from the respective State Governments and local contributions in the ratio of 50:25:25. The total five year cost of a coordinated project is shared between the Ministry of Community Development, the CSWB and the State Government in the following manner:—

	Rs.
(i) Ministry of Community Development . . . . .	40,000
(ii) Central Social Welfare Board . . . . .	96,000
(iii) State Government . . . . .	48,000
<b>TOTAL . . . . .</b>	<b>1,84,000</b>

The above allocation is over and above the local contributions which go to enrich and supplement the programme and are estimated separately in Part II of the budget.

51. The arrangements stated above is rather complex and the question arises whether it should not be simplified in favour of a single source of funds. After a careful consideration of the matter, we feel that it is necessary that the three agencies should maintain their interest in the working of the projects by sharing the expenditure, though there may be a unified control and responsibility at a single point. It is noticed, in this connection, that the funds made available from the Ministry of Community Development are sometimes placed directly at the disposal of the PICs by the Block Development Officers. This disturbs the planning of the State Boards which are responsible for the working of the Projects and are expected to release funds in the light of their requirements from time to time. We would, therefore, recommend that:—

(a) *The present pattern of assistance to the projects may be continued.*

(b) *Funds from the Ministry of Community Development, the State Governments and the CSWB may be made available to the State Boards for working of the projects.*

### Release of funds

52. The Central Government releases a lump-sum grant to the CSWB in the beginning of a year. The CSWB makes advance

releases to the State Boards also at about the same time. Further grants are sanctioned by the CSWB on receipt of the audited statement of accounts of the preceding year and the half-yearly statement of accounts of the current year. Generally, the CSWB does not strictly adhere to its estimated share of expenditure and allows a margin for the deficiency in local contributions and the delay in release of funds from the State Governments.

53. The grants from the State Governments representing their share of expenditure are not received till about the middle of the year or even later as will appear from the details given in Annexure V. The practice is, however, not uniform in this respect. Some State Governments do make advance releases on the lines of the CSWB. But there is a general complaint of delay which is said to be due to the fact that the State Governments are not in a position to release grants for a year before accounts for the preceding year are duly accounted for through audited statements of accounts of the projects.

54. We are firmly of the opinion that it will not be possible for the projects to function satisfactorily unless the funds are released systematically and in time. In so far as the grants from the CSWB are concerned we feel that it will be advantageous to have them placed at the disposal of the State Boards in bulk at the beginning of the year, just as the CSWB receives its grants from the Central Government. The delay in receipt of funds from the State Governments could also be overcome by following the above method. In case they do not find it possible to transfer the funds en bloc in the beginning of a year, it is suggested that the grants may be released in two instalments; the first to the extent of 50 per cent of the estimated share of expenditure on receipt of a statement of accounts of the previous year's grants and the second representing balance of the grant on receipt of the audited statement of accounts of the previous year. In so far as the release of funds by the State Boards to PICs is concerned, we consider that the releases should continue to be made from time to time on the basis of requirements. The periodicity of releases should, however, be on a uniform basis which, it is observed, is, lacking at present. It is suggested that an advance for two months may be made in the beginning of a year and subsequent instalments may be paid monthly in the light of actual requirements and on the basis of monthly statement of accounts. To sum up, we would recommend that:—

(a) *Grants from the CSWB should be made available to the State Boards en bloc in the beginning of a year.*

(b) *Grants from the State Government including the funds payable from the Community Development budget should be made available to the State Boards in two instalments; the first to the extent of 50 per cent of the estimated share of expenditure for the year on receipt of a statement of accounts of the previous year's grants and the second representing balance of the grant on receipt of the audited statement of accounts of the previous year.*

(c) *The State Boards may release an advance for two months, in the beginning of the year, to the PICs. Subse-*

*quent instalments may be paid monthly in the light of actual requirements and on the basis of monthly statements of account.*

### Control of expenditure

55. While we are in favour of simplifying the method of releasing funds, we feel that it is essential to have an effective measure of control over the flow of expenditure so that the funds are not kept idle and are utilised to the best purpose. According to the present practice, the PICs are required to submit half-yearly progress and statements of accounts to the CSWB through the State Boards. The initial delays in the submission of reports by the PICs and the process of scrutiny in the State Board's office involve a considerable time-lag which renders it difficult for the CSWB to make a proper review in time for the purpose of releasing grants. As recommended earlier, the CSWB releases should now be made annually. It follows that the review to be conducted by them should also be made annually on the basis of the consolidated annual reports of the State Boards to be sent along with the budget estimates for the coming year.

The process and periodicity of review is, therefore, necessary to be strengthened at the State level. As the review will be conducted locally and at a single point, there appears to be no possibilities of delays or difficulties in exercising a greater frequency of review by the State Boards. We would, therefore, recommend that:—

*The State Boards should take steps to review the progress of expenditure in the welfare extension projects every month. The PICs should be asked to explain promptly the reasons for substantial excesses/shortfalls, if any, before the subsequent instalment of the grant is released.*

### Local contributions

56. Local contributions account for 25 per cent of the project budget. It will, however, appear from the details given below that it has not been possible for the projects to reach even half of this proportion. There have been huge deficiencies which have been made up by the CSWB from year to year:—

	1954-55	1955-56	1956-57
(i) Grants by the CSWB towards expenses of the projects .	8,59,819	42,95,799	32,55,500
(ii) Grants by the State Govts. towards expenses of the projects .	7,12,670	14,78,715	16,80,469
TOTAL . . .	15,72,489	57,74,514	49,35,969
(iii) Voluntary contributions . .	1,80,262	5,18,831	..
GRAND TOTAL . . .	17,52,751	62,93,345	49,35,969
Percentage of (iii) to the Grand Total . . .	10.3%	8.2%	0.0%

To obviate this difficulty the CSWB has, with effect from 1st April, 1957, introduced the system of preparing the budget estimates in two parts. In Part I of the budget estimates, provision is made for the pay and allowances of the project staff, purchases of equipment, etc. The cost for three years works out at Rs. 79,600 which is supposed to be met from the grants-in-aid to be received from the CSWB, and the respective State Governments whose share comes to Rs. 53,067 and Rs. 26,533 respectively. Part II of the budget estimates consists of items to enrich and supplement the programmes to be met from local contributions. The existing ratio of local contributions to the total cost of the project is, by and large, maintained by this formula.

57. This procedure of budgeting has the advantage of ensuring the continuity of the programmes irrespective of shortfalls in local contributions. But it has also tended to lessen the incentive of the people to contribute towards the programmes. We consider that better results would be achieved if there is a shift in emphasis from cash contributions to contributions in services. It follows that suitable methods should also be devised for computing contributions received other than cash. Here it may also be mentioned that many field workers in the projects are also of the view that the CSWB should not lay too much emphasis on contributions that go to replace items of expenditure in the budget and should allow them to accept contributions in any form that the people choose to make. For example, voluntary labour may be mobilised towards local contributions. The services offered by village women to the project staff in conducting the balwadis and maternity centres could also similarly be sought and assessed in terms of local contributions. It would be necessary for the purpose to evolve a scientific method of computing the cost of voluntary services. The services should, however, be such as are a positive help in the carrying out of the programmes and should not include items such as attendance in arranged cinema shows or meetings. We would, therefore, recommend that:—

(a) *An increasing emphasis should be laid on contributions received in term of services and the PICs should make efforts to mobilise such services.*

(b) *A scientific method of computing the cost of services towards local contributions may be devised in consultation with the State Governments.*

(c) *Services such as voluntary labour, assistance towards conducting the programmes in centres and other such services should be taken into account in assessing the local contributions.*

#### *Methods of expenditure in the projects*

58. The methods of expenditure in the projects do not generally conform to the recognised financial practices and procedure obtaining in Government offices and departments and our attention has been drawn in this connection to the irregularities pointed out in the Audit Reports. Inexperience of the staff in financial matters, dual control of the Chairman, PICs and the Block Development Officers in the coordinated projects and the generally inadequate system of

inspection by the Inspectorate of the CSWB have contributed largely to this state of affairs. The methods of improving the quality of the Inspectorates have been suggested separately. We would here suggest that the State Boards in association with the State Governments, who will now be closer to them, should take effective steps towards improving the methods of expenditure of the PICs. The following steps among others are suggested:—

(a) *Suitable staff having an experience of finance and accounting may be made available by the State Governments to the PICs.*

(b) *The State Governments should guide the State Boards generally in the application of the financial rules and procedure.*

(c) *The frequency of inspection of the projects by members of the State Boards should be increased with a view to keeping a close watch over the financial administration of the projects.*

(d) *There should be a unified financial responsibility in the drawal and spending of funds with the Chairman of the PICs.*

#### *Maintenance of Jeeps*

59. We would like to say a few words about the maintenance of jeeps in the projects, as this is a major item of expenditure. We are glad to find that recently the CSWB has revised the rules towards greater economy. We, however, found that in certain projects the log books are not being reviewed and scrutinised by the Controlling Authorities properly and at the required intervals. We would draw the attention of the Central and the State Boards to this matter and would recommend in this respect that:—

*They may take steps to ensure that the rules are properly enforced in this respect.*

#### *Audit Report*

60. Our attention has been drawn to certain criticisms made in the Audit Report, 1957, relating to the working of the Welfare Extension Projects. The main points of criticism are the following:—

- (a) excess release of grants,
- (b) non-realisation of matching contributions; and
- (c) variations between estimates and expenditure indicating defective budgeting.

These have been considered by the Public Accounts Committee in their 18th report and they have suggested that the CSWB in consultation with the Ministry of Finance and Comptroller and Auditor General should evolve a suitable procedure whereby the grant of subsidies, their disbursement and accounting is simplified in order to ensure the smooth working in the Board. The Committee have also observed that the basic principle of self-reliance which is regarded as essential to the success of the projects has been ignored

in starting many of the projects. They have suggested that before starting a project, public cooperation should be secured to a reasonable extent and continuous efforts should be made to keep up the tempo of their enthusiasm. Further, the Committee have suggested economy in the use of jeeps and in the printing and distribution of the monthly journals of the Board.

61. It will be noticed that in dealing with the financial arrangements we have indicated various measures with a view to exercising better control of expenditure and efficiency in the working of the programmes. The importance of local contribution and the manner in which they can be mobilised have also been dealt with by us in some detail. We feel that if suitable action is taken on the recommendations made by us, in this chapter, the possibility of the defects and irregularities pointed out by Audit, will be considerably minimised.

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## CHAPTER IV

### GRANTS-IN-AID PROGRAMMES

Grants-in-aid programmes for voluntary welfare institutions have been in operation for a considerable period of time at the Centre, in the States and in municipalities and local bodies. The bases of these programmes have been different at different times and between the different grants-giving authorities themselves. The conditions of the grants received from several authorities vary from a requirement of matching contributions to outright subsidies with no conditions attached. In certain cases, a mere certificate of utilisation is sufficient; in other cases, an audited statement of accounts is necessary.

#### *Basis of the CSWB programme*

2. At the time of drafting the First Five Year Plan, it was recognised that voluntary institutions had traditionally taken the lead in initiating welfare services and the major responsibility in the welfare field would continue to be shouldered by them for some time to come. It was, however, agreed that voluntary organisations would require to be assisted in undertaking this responsibility. The First Plan earmarked a sum of Rs. 4 crores with the comprehensive objective of assisting voluntary organisations in various ways in maintaining and developing their existing programmes. The grants-in-aid programme has been employed by the CSWB as one of the most effective ways of providing this assistance to voluntary organisations. During the period August 1953 to March, 1956 about 2800 grants amounting to a little over Rs. 75 lakhs were disbursed to voluntary institutions working in the field of Social Welfare. In the Second Plan, a sum of Rs. 3 crores was earmarked for the grants-in-aid programme. Grants numbering about 6,600 and of the order of Rs. 210 lakhs were actually sanctioned by the end of the year 1958-59. Statewise distribution of the amount of grants sanctioned and the number of institutions aided by the CSWB, during the period August, 1953, to February, 1959, may be seen at Annexure VI.

#### *The Grants-in-aid programmes of the Central and State Governments*

3. Apart from the grants-in-aid programmes administered by the CSWB, the Central and State Governments continue to give grants for miscellaneous purposes to various voluntary organisations. Whereas the Central Board's grants are meant for development purposes and have attained a certain measure of uniformity in the application of rules and procedure, the grants at the disposal of the Central and State Governments, and particularly the latter, are paid for both maintenance and development and also sometimes for general and unspecified purposes. An attempt has been made in recent years to ensure that there is no overlapping of assistance by the CSWB and other agencies, by forwarding mutually the lists

of organisations aided by each. We have, however, come across instances of organisations being aided both by the Board and the State Governments for same or similar purposes. The diversity in terms and conditions attached to grants received from different sources has also been pointed out to us to indicate the "difficult" conditions imposed by one authority as compared to the other.

4. We have already laid stress on the utilisation of grants by voluntary organisations and institutions for the development of social welfare programme. We are convinced after a careful observation of the working of several institutions that it is not possible for them to finance their entire activities from their own resources. State assistance should, therefore, continue to be the major source of funds for the voluntary institutions both towards the maintenance of the existing level of their activities and further development. This assistance should, however, be purposeful and effective. As we find, a large number of institutions have grown up in recent years to take advantage of the large scale programme of assistance initiated by the Central Board. But many of them do not come up to the required standard of institutional care and management. Further in the absence of an adequate knowledge and experience of the specialised nature of activities sometimes undertaken by them and without the means of obtaining expert guidance, the institutions have sometimes developed on wrong and un-scientific lines. The present system of administering the grants-in-aid programme which is rather unplanned and unscientific has also led to the concentration of institutions in certain areas to the neglect of areas not covered adequately by welfare agencies. In our opinion the programme should lead to consolidation of the older institutions as also to the growth of institutions in places where they are most needed.

5. Another major difficulty in the administration of the grants-in-aid programme that has come to our notice is that the procedure for making grants available is rather cumbersome. The intricacy of the proforma for applying for grants-in-aid and the delay involved in the processing of applications in the State Board and in the Central Board have been pointed out to us by several institutions and it was brought to our notice that in some cases the grants were received too late to be of any practical use. Added to this is the difficulty of complying with some of the conditions for grants-in-aid, the most important of them being the requirement of submitting an audited statement of account of the previous year's grant to be eligible for the instalment of the current years.

To sum up the major defects in the grants-in-aid programme noticed by us are as follows.—

- (i) Payment of grants from several sources leading to overlapping and duplication.
- (ii) Lack of uniformity in the conditions and procedure governing grants received from different sources.
- (iii) Absence of minimum institutional standards leading to an unplanned growth of institutions.
- (iv) No clear demarcation between the purposes of different types of grant which results sometimes in the diversion of



funds meant for development to maintenance and other purposes.

(v) Non-availability of technical assistance and guidance in the development of welfare activities particularly those of a specialised nature.

(vi) Delays and difficulties in the procedure of sanctioning the grants and the release of funds.

We have made a detailed examination of these in the subsequent paragraphs and have made certain recommendations to improve the situations.

#### *Minimum Institutional standards*

6. As we have said earlier, the essential prerequisite of a grants-in-aid programme is the establishment of minimum institutional standards. Some work has already been done in this direction by the Indian Conference of Social Work in the drafting of 'minimum standards for child care institutions'. But this work needs to be extended to other fields of welfare. In defining minimum institutional standards, it will be necessary to draw upon the knowledge and experience of experts in the field and we consider that the appropriate agency for undertaking this work is the CSWB. Special attention, however, must be given to the existing regional variations in the development of welfare services. We, therefore, recommend that:—

(i) *The initiative for defining minimum institutional standards should be taken by the CSWB; and*

(ii) *in defining and revising these standards and introducing suitable regional variations, the CSWB should work in close co-operation with State Governments, State Boards and experienced social workers and experts.*

#### *Recognition and inspection of institutions*

7. The application of the standards thus evolved to the administration of grants-in-aid would require a system of recognition and inspection of welfare institutions as is done in the case of educational institutions. Such a system would help in discouraging sub-standard institutions, in raising the quality of the welfare services provided and in ensuring the effective utilisation of the grants-in-aid funds. Recognition of institutions should be based on certain objective and Uniformly applicable criteria. These criteria should include the utility of the welfare services provided within the framework of an overall welfare programme, the record of work of the institution, the quality of the services provided and the programmes organised by the institution, the calibre of its staff and its ability to mobilise support from the local community. It is only institutions that are 'recognised' that should qualify for aid from public funds. The staff of the field counselling service (which should be organised by the CSWB and to which a reference has been made later in this Report) should periodically report to the State Government Departments whether the aided institutions meet and continue to meet the minimum standards specified for recognition. In the drafting of the conditions of recognition, special concessions may have to be given to institutions engaged in building up new services or for extending the

existing services to backward areas. Separate recommendations in this regard have been made by us elsewhere in the discussion. Here we would recommend that:—

*The State Governments should organise a system of recognition for all welfare institutions on the basis of certain prescribed institutional standards. The field counselling service should provide the necessary inspectorial assistance for making this programme of recognition more effective.*

8. It is necessary to make a clear distinction between the purposes for which grants are to be paid to the voluntary institutions. A suitable categorisation of grants indicating the sources from which they are payable would help in the all round development of welfare activities carried out by voluntary agencies. The categorisation below follows the three main purposes that a comprehensive grants-in-aid programme should have in view:—

- (a) The consolidation of the services financed in the past;
- (b) the introduction of a realistic approach with the development of existing services; and
- (c) construction of capital assets.

#### *Types of Grants*

9. It is possible to differentiate between three types of grants-in-aid that can be made available to voluntary organisations for various purposes:—

- (a) *Development grants* intended to meet a proportion of the expenditure either on increasing the number of beneficiaries served by the institution or improving the standard of service provided or for undertaking new activities;
- (b) *capital grants* intended to meet a proportion of the cost of items of capital expenditure, such as construction of buildings or purchase of specialised equipment; and
- (c) *maintenance grants* intended to meet a proportion of the expenditure on maintaining the normal level of activities of the institution.

At present, the grants-in-aid programme of the CSWB is necessarily restricted only to development and capital grants as Central grants are not normally given for non-developmental purposes. As has been said earlier, grants-in-aid programmes of the State Governments do not ordinarily draw a distinction between development and maintenance purposes. There is thus a confusion in objectives and the grantee institutions have sometimes been found to divert grants to purposes other than those for which they were sanctioned. We are of the opinion that a programme of development grants can succeed only if it is based on a stable programme of maintenance grants. It would be unrealistic to assume that agencies that find it difficult to raise their normal maintenance expenditure would, at the same time, be in a position to undertake the responsibility for initiating ambitious development programmes. In fact, we have noticed a considerable reluctance on the part of responsible organisations to take full advantage of the grants of the CSWB, as they do not extend to maintenance purposes. It would, therefore, be

advisable to ensure that the aided institutions are assisted in achieving a sound financial footing through the operation of maintenance grants before they are considered ready to enter upon a sizeable programme of development. Such a decision might have the effect of reducing the number of institutions that would become eligible for development grants, but these selected institutions can be assisted more effectively in developing the quality of services provided, in initiating new services and in covering new areas. Moreover, the other institutions, if included in the list of recognised institutions, will continue to receive their normal quota of maintenance grants.

In order that the different types of grants are administered in a mutually complementary manner, it is also necessary that there are specific and separate allocations for each and they are paid through a single agency. With the integration of social welfare subjects under a single Ministry at the Centre, we envisage that the CSWB should be the Central agency for assisting voluntary organisations in the development of welfare services. Maintenance grants necessarily have to be paid from State sources but best results can be obtained, if they are paid through the agency of the State Boards which administer development grants paid by the CSWB. The implications of these suggestions are brought out later in this chapter in our discussion on the different types of grants with reference to the agencies administering them.

## **Development Grants**

### *Working of the CSWB programme*

10. The CSWB had appointed three ad hoc panels to survey the existing agencies in the fields of welfare. The reports of these panels were used by the Board as the basis of the initial grants sanctioned. But these were rather hurried surveys by ad hoc bodies and could not provide a sound basis for a continuing programme of such significance.

11. As the first grants-in-aid programme in the welfare field to be organised on a comprehensive scale, it was inevitable that a number of difficulties had to be faced in the course of its actual working. For one thing, it was evident that such a programme could not be controlled entirely from the Centre, especially as many of the aided institutions were located in far-flung districts and in remote areas. It was in this context that the CSWB suggested in mid-1954 that the State Governments appoint State Social Welfare Advisory Boards. These Boards made it possible for the CSWB to extend the grants-in-aid programme with the aid of a local authority to inspect and recommend applications received from individual institutions on the basis of an intimate knowledge of local conditions.

12. Then again, during the First Plan period, the CSWB gave grants on a year-at-a-time basis with a ceiling fixed at Rs. 15,000. Experience showed that grants given from year to year, with no assurance of continued assistance, do not provide an adequate base for drawing up a long-term programme. In the Second Plan period, it was decided to introduce long-term grants in order to provide a measure of continuity in assistance, a distinction being made between

relatively long standing institutions and institutions of more recent origin. The basis of the revised programme is detailed below:—

Category of Institution	Period for which established	Purpose of grant	Ceiling of grant	Basis of matching contribution
1	2	3	4	5
			Rs.	
(i)	10 years of continuous work	Improving the quality and standard of work and starting of new activities	50,000	Institution to maintain normal level of expenditure, based on average recurring expenditure over the last three years.
(ii)	For new institutions	Development of new services wherever needed	50,000	Institution to raise an amount not less than 50 per cent of total grant.
(iii)	5 years of continuous work	Improving the quality of work	25,000	As in Category (i) above.
(iv)	Smaller institutions of recent standing	General Development purposes	3,000*	Institution to maintain normal level of expenditure, or, if normal is less than the amount of the grant, the institution should raise the amount equivalent to the size of the grant.

\*Excepting in cases of non-recurring grants for purposes of building and mobile vans where the ceiling is fixed at Rs. 15,000.

13. One of the important functions assigned to the CSWB was to administer its grants-in-aid programme in such a way that it would help to sponsor and strengthen new welfare institutions in areas relatively backward in terms of welfare services. While we note that in the Second Plan period the Board has made a special provision to encourage new institutions, viz. category (ii) institutions, eligible for a five year grant, a study of the allocation of grants by States indicates that this objective has not been achieved in a satisfactory manner. It appears to be necessary for the State Boards to take greater initiative in sponsoring new organisations, in the backward areas. Our recommendations regarding decentralisation of the grant-giving function as also on the encouraging of all-India and regional institutions in undertaking the task of starting new institutions, as discussed later in this chapter, should help in achieving this important objective.

#### *Decentralisation of the programme*

14. Certain defects have come to our notice in the administration of the existing aid programme of the CSWB. It is found that centralised control over the distribution of grants-in-aid leads to a

great deal of procedural delay. From the financial year 1957-58, the CSWB has delegated certain powers to the State Boards with regard to the sanction of grants to category, (iv) institutions, viz. institutions receiving grants for year-at-a-time and with regard to the examination and approval of estimates of all categories of institutions. This was intended to reduce the time taken in processing the applications and in the release of grants. The studies of the Team, however, reveal that the delays still continue. The results of a questionnaire canvassed among the heads of 289 aided institutions indicated that the average time taken between the submission of an application and the receipt of the grant came to about 9 months. In about 10 per cent of the institutions, the respondents said that the time taken was over a year and another 32 per cent fixed it at between 10 to 12 months. Voluntary organisations depending on such grants are sometimes placed in a very precarious position and have no other alternative to borrowing on interest. We consider that the State Social Welfare Boards are closer to the local situation and can be expected to react more readily to changing local needs and to exercise detailed supervision over the working of the individual aided institutions. The functions of the CSWB should, however, continue to include the formulation of the broad policy and priorities governing the grants-in-aid programme and the allotment each year of the available fund among the different State Boards. In establishing State-wise quotas, the CSWB will necessarily have to examine the existing patterns of development in the field of services and give suitable weightage to the building up of new institutions and services in relatively backward areas. The subsequent discussion will attempt to indicate the lines on which this decentralisation may be achieved. Annexure VII will indicate the extent to which the time lag can be reduced by the proposed decentralisation. We, therefore, recommend that:—

*The administration of the grants-in-aid programme including the consideration of applications and sanctioning of grants should be the responsibility of the State Boards.*

#### *State-wise priorities*

15. It has been envisaged that funds for development grants should come from a Central source and that the CSWB is appropriate agency for the purpose. After an initial decision regarding the total funds allocated for each State, it would be useful for the CSWB to work out, in consultation with each State Board, a pattern of priorities in keeping with its special needs and problems. Having laid out a State-wise pattern of priorities, funds should be allotted to different fields of welfare activities, e.g., welfare of women children, handicapped etc.

We would, however, like to point out certain dangers involved in drawing up a rigid programme of national welfare priorities without taking into consideration regional and State-wise variations. The more one studies the subject, the greater is the realisation of the variations between States and even between metropolitan towns and rural areas in the same State. Therefore, after a field-wise allocation of funds, the State Boards should be left free to reappropriate the funds between the respective fields of welfare upto a prescribed percentage. This latter provision is necessary because of

the inevitable variations between targets and achievements. Reappropriation might help to ensure that the limited funds earmarked for social welfare are not permitted to lapse.

*Basis of matching contribution*

16. The analysis of the questionnaires received from aided institutions, mentioned earlier at para 14, has shown that 75 per cent of the respondents found it difficult to raise their share of matching contribution, an essential condition for receiving CSWB grants. Some organisations have also complained against the tapering basis of the grants given by the CSWB. We are aware that raising funds in the present socio-economic conditions involves a considerable measure of effort on the part of the managing committees of the institutions. It is essential, however, that voluntary organisations should continue their efforts to raise resources without coming to depend too much on State assistance. The success of these efforts to raise funds from the community will provide an effective index to the strength of the institution and the measure of the support it enjoys from the community. In fact, the tapering basis of grants is in the interests of the aided institutions themselves which are gradually called upon to shoulder an increasing burden of responsibility. We consider, therefore, that the tapering basis of the development grants should be maintained and in no case should the development grant exceed 25 per cent of the normal level of expenditure of the institution. The limited studies undertaken by the Team on the income pattern of a sample of aided institutions would appear to indicate that this figure of 25 per cent of total income from development grants closely approximates the existing position. The revised basis for recommending development grants would probably result in a smaller number of selected institutions coming forward to avail themselves of these grants.

The Team recommends that the programme of development grants should be organised on the following basis, namely:—

(i) The funds for the payment of development grants should be made available by the CSWB;

(ii) the agency for the administration of the programme of development grants at the State level should be the State Social Welfare Boards;

(iii) the CSWB should allot these funds each year to the State Boards. In establishing the quota for each State, special weightage should be given to the building up of new institutions and services in relatively backward areas;

(iv) the CSWB should work out, in consultation with each State Board and in line with its special needs and problems, a pattern of priorities and allocate amounts for different purposes to different fields of welfare activities, e.g., the welfare of women, handicapped, etc.;

(v) the State Boards should be left free to reappropriate the funds between the respective fields of welfare upto a prescribed percentage;

(vi) the grants should be made available to a certain number of institutions selected from among the list of 'recognised

*institutions that have displayed the potential for undertaking development projects; and*  
 (vii) *the grants should not exceed 25 per cent of the normal level of expenditure of the institution.*

## **Capital Grants**

### *Existing inadequacies*

17. The inadequate and unsatisfactory physical set-up of a large number of existing institutions may require an increase in capital grants for construction of buildings. However, in view of the resources position care should be taken to see that such programmes are not of an ambitious nature and the buildings are of the simplest type. Capital grants are also required for the purchase of specialised equipment, which is generally beyond the reach of most of the institutions and is urgently required by the institutions dealing with the handicapped. As in the case of development grants, we feel that the CSWB is the appropriate authority for the disbursement of capital grants. It is also desirable that the CSWB should operate the programme through the agency of the State Social Welfare Boards. The principles and procedure defined in the case of development grants may be applied to capital grants, as well. With regard to capital grants, the Team recommends that:—

- (i) *The funds for the payment of capital grants should be made available by the CSWB;*
- (ii) *the agency for administration of the programme of capital grants should be the State Social Welfare Boards;*
- (iii) *the principles laid down for the administration of development grants should also be applied to capital grants; and*
- (iv) *the ceiling of capital grants may be raised so as not to let a development programme suffer on account of marginal inadequacy of the grant.*

## **Maintenance Grants**

18. We have already emphasised the vital inter-relationship between programmes of development and maintenance grants. In fact, we consider that if the programme of development grants is to succeed, it should be firmly based on a system of maintenance grants.

Some kind of a programme of maintenance grants is already being administered by a number of State Governments. Our studies have shown that about 45 per cent of the average annual income of the institutions studied was drawn from this source. But this programme is operated at present on a wholly *ad hoc* basis. There is no system of recognition or inspection and there is no assurance of continued support. If maintenance grants, however small in size, are to yield satisfactory results they must be systematised. It must also be realised that over a period of time, as the developmental expenditure of the institutions becomes committed expenditure, a proportion of the additional responsibility will pass to the authority providing maintenance grants. It is, therefore, of the

utmost importance that maintenance grants should be consciously accepted as a distinct programme. We are of the opinion that it is but appropriate that the State Governments should continue to bear the financial responsibility for the programme, at least to the extent that they do so at present. The resources position may, however, have to be examined by the Planning Commission and, if necessary, additional funds would require to be made available to the State Governments for enabling them to initiate and/or extend the programme of maintenance grants. So far as the present Plan is concerned we envisage that while the quantum of development and capital grants may remain undiminished the nucleus of a programme of maintenance grants may be started with the amount now being disbursed by the State Governments for maintenance purposes supplemented by the funds available from the allotments for "Public Cooperation", which, as the Team have recommended elsewhere, should be discontinued. In the next Plan, however, separate allocations should be made for the three types of grants under a comprehensive programme of grants-in-aid.

#### *Basis of payment*

19. These maintenance grants should be paid on a uniform and regular basis and should constitute a certain percentage of the approved annual expenditure of the institution. They should be paid only to those institutions which are recognised and therefore eligible for grants. But all eligible institutions should be able to count on them.

#### *Agency of payment*

20. We have recommended earlier that the State Social Welfare Board should function as the primary agency for dealing with voluntary welfare organisations at the State level. The tasks of inspection and recognition of institutions should be retained by the State Governments. It would, however, be appropriate if the State Governments entrust the administration of the maintenance grants programme to the State Social Welfare Boards, in line with similar responsibility entrusted by the CSWB. to the State Boards in respect of development and capital grants. As the State Governments will be in charge of the recognition of institutions, the State Boards will have to act in close consultation with the State Welfare Departments in the payment of these grants. With regard to maintenance grants the Team, therefore, recommends that:—

(i) *The State Governments should provide funds for assisting recognised institutions with maintenance grants:*

(ii) *the agency for the administration of the programme of maintenance grants, should be the State Social Welfare Boards; and*

(iii) *the position of resources for financing this aid programme may be examined by the Planning Commission and additional funds made available to the State Governments, if necessary, for this purpose.*



### *Impact of the aid programme*

21. In discussing the principles underlying the grants-in-aid programme, special attention must be drawn to the responsibility of the grant-giving authority for keeping a continuing watch on the impact of the aid programme on both voluntary institutions and official welfare programmes. This should have been done appropriately by the CSWB, the administrators of a major aid programme, especially as a large mass of data are available to them with the returns provided by the institutions applying for grants-in-aid. It is a matter of regret that these data have not been drawn upon in the assessment of the working of the aid programme.

### *Studies undertaken by the Team*

22. The results of the studies undertaken by the Team serve to question certain popular assumptions regarding the impact of the existing programme of grants-in-aid, to indicate the need for further studies, and the broad lines on which these studies can be undertaken by the CSWB. The details of these studies will be given in Volume II of this Report. At this stage, it will be sufficient to state that these limited studies indicate that with the extension of the grants-in-aid programme of the CSWB, the efforts of voluntary institutions to raise funds from non-governmental sources have not been on the decline nor have State Governments tended to cut down on their existing grants-in-aid programmes. These studies also tend to confirm that the suggested allocation of responsibility for development and maintenance grants between the Central and State Governments respectively would prove to be in line with the existing position.

### *Organisation of a field counselling service*

23. The analysis of information collected from institutions would indicate that apart from organising a programme of financial assistance, the CSWB have not taken effective steps to assist aided institutions in improving the quality and content of their welfare programmes. The content of this counselling programme must not be restricted to inspection and observance of routine financial procedure but should have a more positive content, such as helping the institutions in drafting their programmes, strengthening their programmes by indicating the available sources of assistance and in general, raising the quality of welfare services provided. The Team, therefore, recommends that:—

(a) *The CSWB should organise an effective field counselling service with the assistance of adequately trained and experienced officers.*

(b) *These field counselling officers should be posted by the CSWB to work with the State Social Welfare Boards.*

(c) *The field counselling service should be made available to aided agencies receiving*

(i) *development and capital grants from the CSWB; and*

(ii) *maintenance grants from the State Governments.*

*(d) Suitable arrangements may be made to extend the field counselling service to other institutions that may ask for this help.*

#### *Assessment of the programme of aided agencies*

24. We have considered, in dealing with the functions of the Central Social Welfare Board, the importance of assessing the work of the aided institutions. This programme is distinct from the programme of recognition and inspection of institutions to be undertaken by the State Government and should be viewed in relation to the field counselling programme. While the field counselling programme should concentrate its attention on the stage before and during the period of the utilisation of the grant, the emphasis of the assessment programme will be on measuring the results secured by the grant and the effective use made of the grant by the aided institutions.

25. The CSWB has sought to assess the programmes of aided agencies through inspecting officers provided at the Centre and Welfare Officers/Inspectors attached to the State Boards. But we find that the inspectorate have generally confined their attention so far to ensuring that the conditions attached to the grants are observed by the institutions. In our opinion, assessment should include the content of programmes and the special problems of aided agencies. A nucleus staff should be set apart by the CSWB for this purpose. The Team, therefore, recommends that:—

*The CSWB should organise programme for assessing the work of aided agencies on the basis of data made available by the field counselling service and from such other sources as are available, to the CSWB.*

26. The present procedure for processing applications requires the visit of the members of the State Boards to institutions applying for grants-in-aid. But it is observed that the visits are not frequent and systematic and no intensive study is made of the programmes as also of the needs and requirements of the organisations. In deciding on each application, the State Board should apply certain objective criteria evolved by the CSWB and should draw upon the reports of the State Board members as also of the field counselling staff. Provision will also have to be made for reviewing the cases of those institutions which are not satisfied with the decisions of the State Boards. With the increasing delegation of responsibility to the State Boards, it will be necessary for them to interpret the grants-in-aid programme to the aided institutions and, in general, do a good job of public relations. The Team, therefore, recommends that:—

*(a) The visits by State Board members to institutions applying for grants should be more frequent and more intensive. These visits should be supplemented by the reports of the field counselling staff.*

*(b) The decisions of the State Board, whether in terms of acceptance or rejection of an application, should invariably be conveyed to the concerned institutions.*

*(c) Provision should be made for reviewing the cases of those institutions which are not satisfied with the decision of the State Board.*

*Extension of welfare services to relatively backward areas*

27. The grants-in-aid programme can be used as a tool to encourage the development of new services and the extension of coverage of existing welfare services to areas relatively backward in terms of coverage of welfare services. From an analysis of the progress of grants-in-aid to new institutions|services we have gathered that the CSWB has not taken sufficient initiative in this respect unlike as in the case of the WEP programme. In the absence of a sufficient number of experienced voluntary workers, these areas cannot take the maximum advantage of the aid programme. As a result, well-developed areas continue to tap these resources and widen the existing gulf between them and less developed areas in the welfare field. In suggesting special measures for securing the extension of welfare services to some welfare fields and geographical areas, it is necessary to draw a distinction between new institutions on the one hand and institutions of long standing on the other.

28. As regards new institutions, it may be necessary for the State Board and the field counselling staff to take a direct interest in getting these institutions on to their feet. Conditions governing the aid programme may have to be relaxed and the State Board may even have to take an active part in assisting in the running of these institutions, at least during the initial period.

29. As regards old-established institutions, the problem is not one of organisation but rather of finance. Most well-established institutions would require financial assistance as they are expected to assume additional responsibilities. While the overall direction and supervision of the programme will require some additional expenditure, it is necessary to reduce the proportion of matching contributions and include administrative charges and salaries of paid staff in arriving at estimates of expenditure. We would, therefore, recommend that:—

*Special measures should be taken to encourage the development of new services in relatively backward areas on the following basis, viz.:—*

- (i) In the case of new institutions of recent standing the conditions of recognition and eligibility for grant may be suitably relaxed and institutions assisted in making a good start through frequent visits and guidance given by the Members of the State Board and the field counselling staff; and*
- (ii) in the case of existing organisations of long standing, the proportion of matching contribution may be reduced, a higher proportion may be given in the amount of grants to total expenditure and administrative charges and salaries of paid staff may be included in estimating expenditure on the project.*

## Financial Procedure

### *Purpose-wise allocation in the budget*

30. The CSWB has given overall priority to programmes for women, children and the handicapped in the disbursing of grants-in-aid to voluntary institutions. But it is noticed that the budget estimates do not indicate any purpose-wise allocation. We feel that such allocations need to be indicated in the budget, so that they are brought to the notice of the Government or any fact-finding body. The allocation between the different purposes of grants may have to be varied during the year but, in that case, the variations will be brought to the notice of the CSWB from time to time and they will be in a position to analyse the underlying reasons and arrive at a scientific basis of re-allocation from year to year. We, therefore, recommend that:—

*Grants to voluntary institutions should be provided for in the budget of the CSWB under different sub-heads indicating the broad fields such as child welfare and welfare of women.*

### *Rationalisation of application form*

31. Some attention requires to be given to the frequent complaints received from institutions that the application forms are difficult to fill and call for unnecessary amount of data again and again. The results of a questionnaire canvassed among the heads of 289 aided institutions indicate that about 56 per cent of the respondents felt that the application forms were difficult to fill. We have, therefore, drawn up a simpler form of application for grants-in-aid from the CSWB (vide specimen form at Annexure VIII) and suggest that a similar form be prepared for applications for maintenance grants. The Team recommends that:—

(a) *An index of basic data on individual institutions should be maintained in the office of the State Boards so that, while dealing with subsequent applications, only such additional data, as is necessary, may be called for from the institutions.*

(b) *The application form should be printed in the regional languages by the State Boards and each State Board should be responsible for the submission of a consolidated return to the CSWB.*

(c) *The form of application also requires to be considerably simplified. It should only call for the data having a direct and immediate relation to the conditions of the grants and should exclude such information as can be found in published reports. (This has been dealt with in detail, later in this chapter).*

(d) *A simpler form of application, on the lines suggested by the Team should be adopted for purposes of development and maintenance grants.*

### *Conditions of grants*

32. We have examined earlier the general conditions of the grants for different categories and have given particular attention to the condition of matching contributions. Several voluntary institutions

have found it difficult to comply with the condition of furnishing a separate account of the expenditure incurred and of the grants received from the CSWB. This is said to be due to the fact that many of the activities of the institutions are interlinked and are fed from grants received from various sources other than the CSWB which are pooled together to finance the entire programme. It has been observed that the difficulty is genuine, particularly in the case of residential institutions. We have recommended that all grants from the consolidated funds of the Central and State Governments should be channelised through one agency, i.e., the State Boards. This would overcome, to a great extent, the difficulty of maintaining separate accounts of grants received from various sources. Nevertheless, many institutions would continue to receive grants from other sources also, such as local bodies, public donations, etc. In such cases the separation of expenditure incurred from out of the Government funds may present some difficulty. We would recommend that:—

*The condition of maintaining a separate account of grants received from the CSWB may be relaxed in favour of the institutions receiving funds also from local bodies, public donations, etc. Audited statements of accounts for the entire expenditure incurred by the institutions may be accepted in such cases.*

#### *Release of funds in relation to audit of accounts*

33. The second and subsequent instalments of grants are released by the CSWB on receipt of statements of expenditure audited upto the latest period available. Many of the voluntary organisations have pointed out that it has been extremely difficult for them to have their accounts audited by qualified auditors. This is particularly true of small institutions in the rural areas. As a result there is an abnormal delay in the submission of audited accounts which leads to suspension of the grants and an abrupt end of the programmes undertaken. It has been suggested by some that the Comptroller and Auditor General should take up the responsibility for Audit. This is not a feasible proposition as the Comptroller and Auditor General is not statutorily responsible for the audit of expenditure incurred by grantees. As a matter of fact, the voluntary institutions are treated as sub-grantees, the original grants being received by the CSWB and its agencies. Further, it will require an enormous expansion of staff of the Comptroller and Auditor General to enable him to undertake the audit of all voluntary institutions aided from Government funds. The Estimates Committee had recommended that the State Governments should appoint a panel of auditors for the audit of the accounts of voluntary institutions. It has been observed that State Governments have not taken steps so far in this direction. We have recommended separately that the funds from the State Governments for maintenance grants should be paid to the State Boards. This would make for a greater measure of participation by the State Governments in the grants-in-aid programmes through the agency of the State Boards. We would, therefore, recommend that:—

*State Governments should evolve a common system of audit applicable to the audit of grants paid by the CSWB and*

*by the State Governments through the State Boards. A suitable panel of auditors drawn from the Government organisations or commercial firms should be nominated by the State Governments for this purpose. In some States, audit could also be entrusted with advantage to the Examiners, Local Funds.*

But while satisfactory arrangements for audit will have to be evolved, it is clear that any rigid adherence to the requirements of audit as a condition precedent to the release of grants will lead to difficulties. We would, therefore, recommend that:—

*The grants-in-aid for second and subsequent instalments may be released on receipt of mere statements of accounts provided that the last instalment of each year may not be released till the audited statements of accounts of the previous year are received.*

34. We would like to mention here that while dealing with the grants-in-aid programme our attention has been drawn to the criticism made in the Audit Report, 1957 relating to the defective control over release of grants-in-aid to voluntary institutions and their utilisation. The main points of criticism are that the grants are sometimes released without obtaining audited accounts for the previous year's grants, and that care is not taken to see that the conditions of grants are fulfilled by the institutions. We have considered, in the preceding paragraphs certain genuine difficulties of institutions and have suggested certain changes in procedure and certain relaxations which would make for a more successful working of the programme. This will also help considerably towards reducing the scope of the irregularities pointed out in Audit.

## CHAPTER V

### SOCIAL DEFENCE PROGRAMMES

Social defence measures are intended to protect the society from the social evils arising out of the activities of individuals who come into conflict with law. Its areas of operation are two-fold. First, it is concerned with apprehending individuals who, by their activities, come into conflict with the State in the discharge of its statutory responsibilities in the field of social welfare. Such individuals who become victims of social maladjustments have to be treated with sympathy so that ultimately they are able to live a useful life in the society. The correction and reclamation of such individuals is the second area of operation of social defence. This chapter deals with such social problems as Juvenile Delinquency, Social and Moral Hygiene, and the After-care programmes. In the treatment of the subject, the main aim of social defence namely that of correction and reclamation of individuals rather than their punishment has been kept in view.

#### Juvenile Delinquency

2. A juvenile delinquent is a child who comes into conflict with the law. Juvenile delinquency thus refers to a pattern of behaviour of children conflicting with the law. In this context, it will be accepted that our estimate of the extent and character of the problem will be based upon its overt manifestations. The report on juvenile delinquency prepared by the Children's Aid Society, Bombay (1956) places the total number of juvenile arrests in 17 States (prior to the reorganisation of States) and the three metropolitan cities of Bombay, Calcutta and Hyderabad during the six year period 1948—54 at about 87,000 juvenile arrests. Bombay State and Bombay City together accounted for 44.6 per cent of the total number of juvenile arrests. If to this is added the figures for Madras State and Madras City, West Bengal and Calcutta City, Andhra Pradesh and Kurnool, it would be observed that these four States alone account for 83.3 per cent of the reported total number of juvenile arrests. It is important that this problem should be dealt with effectively, especially as with the trend towards increasing urbanisation and industrialisation emphasised in our development plans and the influx of young persons from the rural areas, it is expected that this problem will grow more acute. There are a number of factors arising out of urbanisation and industrialisation that contribute to the aggravation of the problem of juvenile delinquency, e.g. weakening of the traditional social institutions and sub-standard living and working conditions in industrial complexes. It will only be fair to the growing generation to protect them from the consequences of maladjustments in social and economic planning. The problem also gains in urgency because of the growing pace of industrialisation and consequent growth in new urban areas. It may be noted that the problem is acute in urbanised cities like Bombay, where alone

the number of arrests in 1948—54 was about 15,000 while in the rest of the State it was about 23,000.

### *Social Legislation*

3. Social legislation can provide the necessary legal base for dealing with the problem of juvenile delinquency. The first relevant a.l-India Act to deal with juveniles was passed in 1950 which provided for the binding over as apprentices of juveniles between the ages of 10—18 years convicted of petty offences or as destitutes. The Apprentices Act was replaced in 1876 by Reformatory Schools Act, later amended in 1897. The Madras Children Act, 1920 was the first item of State legislation and was followed in 1924 by the Bombay Children Act. These Acts have been gradually extended to other States as well. The Borstal Schools Act deals with adolescent offenders between 15—21 years of age. The following enactments dealing with juvenile offenders are to be found on the Statute books in different States, viz.,

#### *(a) Children Acts.*

- (i) The Madras Children Act IV of 1920.
- (ii) The Bengal Children Act II of 1928.
- (iii) The Cochin Children Act of 1936.
- (iv) The Madhya Pradesh Children Act X of 1928.
- (v) The Bikaner Children Act I of 1931.
- (vi) The Mysore Children Act XLV of 1943.
- (vii) The Travancore Children Act of 1945.
- (viii) The Hyderabad Children Act XXXII of 1951.
- (ix) The East Punjab Children Act XXXIX of 1949.
- (x) The Uttar Pradesh Children Act I of 1952.
- (xi) The Bombay Children Act LXXI of 1938 (Applicable to Ajmer and Delhi).
- (xii) The Saurashtra Children Act of 1954.

#### *(b) Borstal School Acts.*

- (i) The Madras Borstal Schools Act V of 1926. (Applicable to composite Madras State).
- (ii) The Bengal Borstal Schools Act I of 1938.
- (iii) The Bombay Borstal Schools Act XVIII of 1929.
- (iv) The Travancore Borstal Schools Act of 1945.
- (v) The Mysore Borstal Schools Act XLVI of 1943.
- (vi) The Punjab Borstal Act XI of 1926.
- (vii) The Central Provinces Borstal Act IX of 1928.
- (viii) The United Provinces Borstal Schools Act VII of 1938.

### *Uniformity in the content of Legislation*

4. While these Acts are to be found in a number of States, the content of each enactment varies considerably from State to State



and these variations relate to important items like the age limits and the categories of juvenile offenders covered under the Act. The Team recommends that:—

*It is necessary to bring the various Acts into one uniform pattern, especially with regard to vital clauses relating to age limits and the categories of juvenile offenders covered under the Act.*

#### **Need for adequate implementing machinery**

5. Although it is a matter for satisfaction that these Acts are on the Statute book, we note with regret that very few of them have been effectively implemented. For example, the Children Acts of the former States of Mysore, Punjab, Uttar Pradesh and Saurashtra have not been implemented at all, although the Borstal School Acts have generally been put into operation. This is not surprising in view of the fact that an adequate implementing machinery has not been provided in these States; only in a few States separate juvenile courts have been organised. In most other States juvenile offenders are dealt with in the ordinary courts. The Team recommends that:—

*The State Governments should provide the necessary machinery for implementing these Acts and wherever necessary additional funds should be earmarked for this purpose.*

#### **Juvenile Courts**

6. Any programme dealing with juvenile delinquents should necessarily be based on the firm principle that the programme has a specific welfare content and is intended to secure the ultimate rehabilitation of the juvenile offenders and is not intended to punish them. This would require setting up of juvenile courts with special Magistrates having the necessary background and understanding to deal with this problem with sympathy. The Team recommends that:—

*Juvenile courts should be organised without delay in places where no such courts exist at present and arrangements should be made to provide Special Magistrates to handle these cases.*

#### **Special Police Officers**

7. The special machinery set up to deal with juvenile delinquents should provide for special officers to handle these offenders at the time of arrest. It has been suggested that competent police officers are capable of locating trouble spots and isolating potential trouble makers and breaking up juvenile gangs that are liable to indulge in delinquent behaviour. These officers have a special role to play in preventing the spread of juvenile delinquency. The Team recommends that:—

*Special police officers should be appointed to deal with the cases of juvenile offenders. It is important that they bring to their task a certain measure of sympathy and understanding so important in dealing with such a sensitive problem.*

#### **Probation Officers**

8. Probation officers have an important role to play in securing the ultimate rehabilitation of the juvenile offender. The role of this officer has not been clearly understood or appre-

ciated by the Juvenile Court Magistrates or by the concerned police officers. His work is necessarily slow and difficult as it involves a detailed examination of the personality and background of each individual offender. The Team recommends that:—

*If the role of the probation officer is to be understood by the concerned magistrates and police officers, it is necessary to appoint the probation officer from among persons with adequate background and training and wherever possible orientation courses should be organised for concerned officers to enable them to appreciate the process in probation work.*

#### *Institutional set-up*

9. The implementing machinery requires to be supported at the base by an appropriate institutional set up. It is necessary to provide for an adequate number of Remand Homes, Certified Schools and Fit Persons Institutions. In the absence of these institutions it is not possible for the decision of the juvenile courts to be put into effect and for the process of correction and rehabilitation to be completed. The Team recommends that:—

*In organising an effective machinery for the implementation of the various Acts, it is necessary to provide for setting up an adequate number of Remand Homes, Certified Schools and Fit Persons Institutions.*

10. In conclusion we wish to emphasise that in dealing with the problem of juvenile delinquency the approach should be directed towards correcting and rehabilitating the juvenile offenders.

#### *Present position*

11. At the beginning of the Second Plan, the number of institutions for juvenile offenders was estimated at 67 Remand Homes, 49 Certified Schools, 7 Reformatory Schools and 5 Jails for delinquents and 8 Borstal Institutions. A provision of Rs. 2 crores had been made in the Plan of the Ministry of Home Affairs for the purpose of assisting State Governments in establishing institutions for juvenile delinquents, either run on a departmental basis or by voluntary organisations. The Plan envisages that there should be a Remand Home in each important town for lodging juveniles during the period of investigation or trial. It also proposes that each State should have a Certified School and a Hostel for destitute offenders released on probation. It was also recommended that each State should have a Borstal School for juvenile delinquents between the ages of 15-21 years. Up to the end of 1958-59, only about 10 Remand Homes, 6 Certified Schools and 1 Borstal School have been sanctioned in various States and Union Territories.

#### *Importance of preventive measures*

12. Apart from the enactment and enforcement of legislation, it is necessary to provide specific programmes to protect juveniles from anti-social influences. It is expected that children will derive benefits of the general programmes of economic development and welfare services. Major factors that can effectively reduce the incidence of juvenile delinquency are the provision of adequate facilities for health, education and recreation. Provision of child guidance and psychiatric

clinics to treat the behaviour and personality problems of children has a special significance in preventing juvenile delinquency. The Team, however, recommends that:—

*Special attention should be paid to juveniles living in urban slum areas or under-privileged children from the low income groups. Effective steps should be taken to enable these children to derive the maximum benefit from existing welfare programmes.*

## **Social and Moral Hygiene**

### **Introduction**

13. The aim of Social and Moral Hygiene is to eliminate the evil of commercialised prostitution in society. Measures to eliminate prostitution are two-fold. In the short run they consist of legislative, executive and other measures to control existing prostitution and to rehabilitate the rescued prostitutes. Preventive measures designed to control the causes of prostitution represent efforts to eradicate it in the long run.

14. The first comprehensive survey of the problem of commercialised vice was undertaken by the Advisory Committee on Social and Moral Hygiene set up by the CSWB in 1955. The Committee made a series of recommendations for preventive, administrative and rehabilitative measures to be implemented by both Government and voluntary organisations. The measures suggested were the imparting of sex education in educational institutions, the establishment of child guidance clinics, marriage guidance and counselling, encouragement of parent-teacher associations, treatment of venereal diseases and strengthening of family planning programmes. Voluntary agencies were required to advocate suitable changes in social life, in community practices and customs and to propagate spiritual and moral codes. The Committee also suggested the establishment of District Shelters to which destitute women might resort before being admitted to regional women's institutes for care and after-care. In addition they called for a vigorous educative campaign among the public, to ensure success of these measures. Only one of the recommendations relating to shelter for rescued women has so far been implemented. No information is available about the steps taken to implement the other recommendations of the Committee. We would like to state that even in the case of opening District Shelters, no systematic surveys have been conducted to locate possible areas where the shelters could be set up with the maximum advantage. As a result, we have found during the course of our tours that the District Shelters in some States are not being properly and fully utilised.

### **Plan programme and progress**

15. On the recommendations of the Advisory Committee set up by CSWB on Social and Moral Hygiene and After-care the following programme was drawn up for inclusion in the Second Plan. The general scheme is to have one Home in each State for rescued women for whom a fairly long period of social and environmental adjustment would be necessary. The Rescue Homes provide service for care and the after-care of its inmates. The Plan also provides for

attaching a Production Unit to each of these Homes to provide remunerative employment to the inmates and others who may be in need of such service. At the district level the Plan provided for one District Shelter for a group of two districts, exclusively for women rescued from moral danger. Ten Rescue Homes for Women in the States have started functioning with 638 inmates out of which 317 have been rehabilitated upto the end of February, 1959. Forty-four District Reception Centres have been organised in the districts for sheltering the women and girls rescued from moral danger.

16. We would like to refer to some general aspects of working of the Rescue Homes. The training programme organised for the inmates need not necessarily be confined to training in the production unit attached to the Home but may also take account of the special aptitudes and talents of the inmates such as singing and dancing. In the matter of rescuing the women and running the Homes, both Government and voluntary organisations have to play their part in full. Rescue work requires not only a sympathetic approach towards the victims but also a strong machinery to back it up. Voluntary organisations are eminently fitted to offer the care and sympathy required by the persons concerned. The Government should provide the legislative support, the rescuing machinery and financial assistance to the programme. Again in the running of the Rescue Homes there is need for cooperation between these two sectors. At present the Managing Committee for the Home is given only a nominal responsibility and the entire financial and administrative control is retained in official hands. It is this absence of voluntary association of organisations in the effective management of these institutions that seems to be one of the major reasons for the failure of the programme. We are of the opinion that instead, adequate advisory and supervisory staff should be provided both at the Centre and in the States to ensure that the programme progresses on suitable lines but the day-to-day administration of the institutions should be left to the Managing Committee composed of representatives of voluntary agencies in the field. The Managing Committee should be constituted on the basis of institutional representation in which preference should be given to women. The Team recommends that:—

(a) *Voluntary agencies should be associated more directly with the detailed execution of the programmes.*

(b) *The advisory character of the Managing Committee should be modified so as to give the committee greater executive responsibility with certain financial safeguards to be retained by the State Governments.*

(c) *Adequate advisory and supervisory staff should be provided both at the Centre and in the States for the administration of the programme and efforts should be made to transfer the responsibility for the administration of individual units from the nominated Managing Committee to a committee composed of representatives of voluntary agencies*

17. As in the case of after-care programme referred to in the next part of this chapter, the programme of social and moral hygiene also involves five different agencies of Government at the Centre. The

need for organising this programme on an integral basis with overall responsibility for the success of the scheme entrusted to a single authority at the Centre i.e. the Central Social Welfare Board is also felt in the case of this programme. Again, in line with the allocation of responsibility for this programme at the Centre to the Central Social Welfare Board, it is suggested the State Social Welfare Board, which will be able to ensure effective cooperation of voluntary organisations, may be entrusted with the running of the programme at the State level. The Team, therefore, recommends that in the case of Social and Moral Hygiene programme also:—

(a) *The overall responsibility at the Centre for the Social and Moral Hygiene programme should be transferred to the Central Social Welfare Board.*

(b) *The responsibility at the State level for the Social and Moral Hygiene programme should be transferred to the State Social Welfare Board.*

18. The States are required under the recent Central Act for the Suppression of Immoral Traffic in Women and Girls to set up Protection Homes for accommodating the offenders under the Act during the period of investigation and trial. Although the Act is in force in all the States now, the Protection Home have not been established in many States. It is understood that the Ministry of Home Affairs have addressed the State Governments that they might use the Rescue Homes for this purpose also. We do not consider this to be a desirable step since such integration might lead to the mixing of the two different types of inmates—the apprehended and the voluntarily committed. The Team recommends that:—

*Early steps be taken to establish independent Protection Homes as visualised in the Act.*

19. The following major defects have been noticed in the establishment and running of the State Rescue Homes/Shelters. The choice of places where these Homes/Shelters are located has not been made with reference to the need for such a Home/Shelter and the possibility of its being used to the maximum extent. Production units have not yet been started in any of the States, although about 12 of them have been sanctioned by the Central Government. In the absence of any work for the inmates, it has become difficult for the managing committee to maintain proper discipline in these Homes and keep them gainfully employed. Although there are arrangements for medical check-up of inmates of the Rescue Homes, it has been found that in some institutions such a medical check-up is not being carried out. Besides, the Homes suffer from other difficulties such as inadequate staff, lack of buildings and trained personnel.

20. The Team notes these shortcomings and recommends the following measures to ensure efficient and useful running of these Homes/Shelters:—

(a) *The location of the Homes/Shelters should be preceded by an assessment of the need for such a facility and should be located in places where the problem is acute, e.g., where prostitution is rampant and where large scale recruitment for prostitution takes place.*

(b) *The case of every woman who is admitted in Home should be carefully assessed on admission and it should be the objective of each Home to so tackle each case that the inmate is able to become a useful member of the society within a reasonable period.*

(c) *Production units allocated to the State Homes should be organised simultaneously with the establishment of the Homes, as otherwise economic rehabilitation of the inmates is not possible.*

(d) *Work in the field of Social and Moral Hygiene is difficult and complicated and social workers employed in the field should be well-qualified in the methods and techniques of handling the work.*

(e) *The workers employed for the management of the Homes should necessarily be women and even in the appointment of members of the Managing Committees preference should be given to women.*

### Legislation

21. Besides these programmes, Government have undertaken legislative measures for the control of prostitution in the country. The Indian Penal Code and other Acts in the States for the suppression of immoral traffic contain provisions for the control of prostitution. The Central Government passed the Suppression of Immoral Traffic in Women and Girls Act in 1956 in pursuance of signing the International Convention on the Suppression of Immoral Traffic in Women and Girls, at New York on the 9th May, 1950. This Act came into force in all the States since 1st May, 1958. This Act is meant to replace the existing State Acts on the subject. The main purpose of this Act is to free the prostitutes from the clutches of the machinery which perpetuates the evil. The Act prohibits the maintenance of brothels, lays down punishment for persons living on the earnings of the prostitutes who compel her to continue her profession, for the offences of procuring, inducing or taking away a woman or a girl for prostitution and for earning through prostitution in and around public places. The Act also lays down punishment for seducing or soliciting in or around public places and for seducing a woman or girl in one's custody for prostitution.

22. The Act provides for a strong machinery for its enforcement by appointing a cadre of special police officials headed by a special police officer. The State Government is authorised to appoint a non-official Advisory Committee of social workers including women workers wherever possible, to advise the special police officer on questions of general importance on the working of the Act. The Act also provides for Protective Homes to be run either by Government or voluntary agencies to take care of women and girls being tried for offences.

23. The Central Act is expected to be more effective than the previous State laws on the subject in so far as it has provided for special police machinery for enforcing the provision and for setting up or licensing Protection Homes and for the maintenance of the prostitute during investigation and trial. However, there is no provision in the Act for entrusting the work to women magistrates.

It is necessary that the enforcement of this Act must be characterised by the correct approach and the personnel and staff dealing with the offenders must be equipped with special training for this type of work.

#### *Role of voluntary agencies*

24. Besides governmental efforts, voluntary agencies too have been doing work for the rescue and rehabilitation of the prostitutes. The Association for Moral and Social Hygiene in India was established in 1928 for the purpose of eradicating commercialised vice and for the prevention and exploitation of women and children. Mention may be made of the following institutions for their work in the field of rescuing women. The Shradhanand Anath Mahilashram, Bombay, was established in 1923 to provide shelter and render assistance to women in distress without any distinction of class or caste. Avvai Home and Ashram at Madras was established in 1930 to protect young girls and children from the evils of poverty and destitution and from undesirable associations and surroundings to educate them and to show them the right way of living. The All Bengal Women's Union which was formed in 1932 aims at the abolition of commercialised vice and of the exploitation and contamination of women and young persons. The Association for Moral and Social Hygiene in India also undertakes rescue work. The activities of the Association are broadly divided into five sections:—

- (i) investigation and research.
- (ii) legislation,
- (iii) education and propaganda,
- (iv) medical and public health work, and
- (v) rescue and rehabilitation.

25. The Team has already recommended that there should be a system of recognition and registration of voluntary institutions in the field of social welfare. We are of the opinion that in this field of Social and Moral Hygiene what is necessary is not only registration but compulsory licensing of institutions because there are some non-official institutions in this field professedly in charge of rescuing and rehabilitating women but in reality no better than brothels. The Team, therefore, recommends that:—

*It is necessary to provide for compulsory licensing of voluntary institutions in this field.*

26. We would like to take special note of the contribution of voluntary effort in the field of rescue and rehabilitation of women in moral danger and would like the voluntary organisations existing in this field to be fully utilised for the purpose of running the rescue homes, for the training of workers required in this field and for publicity campaigns to eliminate the causes of prostitution by building up social consciousness against it.

#### *Long-term measures for the eradication of prostitution*

27. To eradicate commercialised prostitution from society, it is necessary to deal with fundamental causes of prostitution apart from taking voluntary and governmental steps to control and prevent its extension and to rehabilitate rescued women. The most important

cause of prostitution is economic distress. Secondly, there are social and religious causes like early widowhood, dedication of girls to temples and ill-treatment of women, etc. Ignorance of the women or girls who may be easily deluded is also another cause of prostitution. Again, among certain communities in India, the practice of prostitution is a hereditary profession. Finally there are those who take to prostitution for easy money and for getting luxuries which they cannot get otherwise. The last-mentioned category is the most difficult to deal with. The Team recommends that:—

*The recommendations of the Advisory Committee on Social and Moral Hygiene relating to sex education in educational institution, child guidance clinics, marriage guidance and counselling, encouragement of parent-teacher associations, treatment of venereal diseases and strengthening the family planning programme should be effectively implemented. Voluntary agencies should also be helped to undertake a countrywide programme to advocate suitable changes in social life and in community practices and customs.*

### **The After-care programme**

#### **Definition**

28. It is necessary to begin with a definition of 'After-care' as it still is a relatively new concept in this country and still newer in terms of a comprehensive national programme. In the absence of a clear definition there is a discernible tendency for welfare administrators and social workers who deal with this programme to attempt their own independent interpretation. These conflicting interpretations have led to a considerable amount of avoidable confusion.

29. There are two distinct phases in a total programme of rehabilitation viz., a period of care (institutional or non-institutional) followed by a programme of economic resettlement and social assimilation. The latter is the after-care programme. It attempts to complete the process of rehabilitating individuals discharged from correctional and care institutions. The approach includes various aspects namely social, psychological and economic. It is necessary to emphasise the following aspects of the after-care programme:—

- (a) that after-care is designed to complete a process of rehabilitation begun during the period of care and correction;
- (b) that it is a composite programme consisting of social and economic rehabilitation;
- (c) that the programme caters not only to persons discharged from correctional institutions but also to socially, physically and mentally handicapped persons discharged from care institutions.
- (d) that the success of the after-care programme depends, to a great extent, upon the preparatory 'care and training' given in the institution from which persons are sent to an after-care unit; and
- (e) an after-care institution helps in preventing a relapse on the part of the beneficiaries into socially unacceptable ways of life and thus ensures that money and effort bestowed on care programmes are not wasted.



### *Genesis of the existing programmes*

30. After-care programmes for discharged prisoners were begun as far back as the end of the 19th century. In 1894 a Discharged Prisoners' Aid Society was organised in Uttar Pradesh and similar Societies were later set up in Bengal (1907) and Bombay (1914). A Released Prisoners' Aid Society was organised in 1915 at Bijapur for the welfare of the then 'criminal tribes'. These earlier efforts, however, gradually faded away in the absence of community support. It was the report of the Indian Jails' Committee (1919-20) that first stressed the need for a shift in emphasis from the punishment of the offender to the prevention of further crime and restoration of the criminal to society as a reformed character. This emphasis on rehabilitation gave a fresh impetus to the organisation of after-care programmes. In response to this challenge, a Prisoners Aid Society was formed in Madras in 1921 and similar societies were organised in Central Provinces (1925), Punjab (1927), Bengal (1928), Bombay (1933), Delhi (1935) and United Provinces (1937). While the Discharged Prisoners' Aid Society, Madras, has continued to function in its chosen sphere, the programme in Bombay has developed along entirely different lines. The major responsibility for the after-care programme has been taken over from the original Prisoners' Aid Society (now defunct) and is at present the responsibility of the Bombay State Federation and After-care Association established in 1933. In addition to the welfare of discharged prisoners, the Association works in close collaboration with State Government for the welfare of juvenile delinquents and destitute children discharged from correctional and care institutions. Considerable work in the field has also been done in the State of West Bengal and Uttar Pradesh on similar lines.

### *Divergence from the recommendations of the Advisory Committee*

31. The overall impression gathered by the Team is that the working of the after-care programme has been generally unsatisfactory. In drawing attention to the major weaknesses in the organisation and execution of the after-care programmes, attention must be drawn to the detailed recommendations made by the Advisory Committee on after-care programmes:—

- (a) that the after-care programmes should be considered a composite programme consisting of the aspects of social and economic rehabilitation;
- (b) that the organisation of an after-care programme will require changes to be made in the existing care institutions in respect of training programmes, patterns of institutional management and maintenance of records;
- (c) that in the absence of national organisation of voluntary after-care agencies, the initiative for setting up the after-care programme should be taken by the CSWB;
- (d) that, in this task the CSWB should take the assistance of:
  - (i) A Central Advisory Committee for the development of a co-ordinated policy and programmes for after-care services.
  - (ii) State Advisory Committees for preparing detailed programmes of development in each State; and

- (iii) Project Implementing Committees for the actual implementation of the programme.
- (e) that these Committees should provide for the representation of Government voluntary welfare institutions and the general public;
- (f) that these Committees will work for the establishment of voluntary after-care association to replace the present nominated Committees; and
- (g) that aftercare services should be provided through the setting up of the following after-care service units, viz.
  - (i) type (A) service units for the provision of basic pre-discharge and after-care services and temporary shelter for the discharges; and
  - (ii) type (B) service units providing, in addition to the above services, a regular hostel for about 80 inmates and a fully-organised production centre.

32. The responsibility for different aspects of the programme has been entrusted to a number of different Ministries and Departments. In the actual implementation of the after-care programme, it has not been considered necessary so far to appoint either a Central Advisory Committee or State Advisory Committees. As regards the Project Implementing Committee's representation, it has been weighted in favour of the Government and instead of representatives of voluntary welfare institutions, voluntary workers have been nominated in their individual capacities. No effort has been made to replace the present nominated Committee with voluntary after-care organisations. The composite approach of social and economic rehabilitation has reflected itself in the programme apart from the sanctioning of production units which have yet to go into operation. In the organisation of service units, the District Shelter approximates to the type (A) service units suggested by the Committees, although the period of stay in the after-care will necessarily be on a strictly temporary basis; the type (B) unit has been designated as an after-care home instead of an after-care hostel which more appropriately emphasises the precise function of such unit. In conclusion it must be mentioned that no detailed programme has been worked out to dovetail the programmes of the care institutions with new services especially in terms of reorientation of training programmes, patterns of institutional management and maintenance of records.

#### *Allocation of responsibility at the Centre*

33. This new welfare programme, involving a number of untried aspects and a considerable outlay in terms of finance and trained personnel, has been drawn up in such a fashion that while the responsibility for various aspects of the after-care programme rests today with a large number of authorities, general direction seems to rest with none. The present allocation of responsibility for various aspects of the after-care programme is detailed below:—

- (a) Ministry of Home Affairs for finance and administration;
- (b) Central Social Welfare Board for technical guidance and advisory service;

- (c) Ministry of Commerce and Industry for organisation of production units;
- (d) other Central Ministries for training and employment programmes; and
- (e) State Government for the detailed execution of the programmes.

34. It is evident that though a number of Central Ministries and the State Governments will necessarily be associated with the execution of different aspects of the programme, its organisation must be on an integrated basis and the overall responsibility for the success of the programme should be entrusted to a single authority at the Centre. In this context, it is suggested that the appropriate authority would be the Central Social Welfare Board, as it has had the various aspects of the problem examined by an expert Committee and continues to provide technical guidance and advisory research, has helped to secure the necessary financial allocation made in the Central and State Plans, has arranged for the preparation of a draft manual, can ensure the effective association of voluntary organisation in the execution of the programmes, and is the appropriate agency to be entrusted with the organisation of a pioneering welfare service as in the case of rural welfare extension projects.

*Allocation of responsibility at the State level*

35. The Present authority at the State level for the administration of the after-care programme is the State Government. It is suggested that voluntary organisations may be associated more closely than at present with the actual running of the after-care homes and shelters. In line with the allocation of responsibility at the Centre to the Central Social Welfare Board, it is suggested that the State Social Welfare Boards, may appropriately be entrusted with the running at the State level especially as the State Social Welfare Board will be in a position to ensure the effective co-operation of voluntary organisations. The Team, therefore, recommends that:—

- (a) *The responsibility at the State level for the after-care programme should be transferred to the State Social Welfare Board.*
- (b) *The overall responsibility at the Centre for the after-care programme should be transferred to the Central Social Welfare Board.*

*Consolidation of the programme*

36. Attention has been drawn to the need for administering the after-care programme with a certain measure of flexibility. A new programme like after-care should necessarily have been preceded by a preliminary stage of survey and experiment. If the objectives of the programme are to be achieved and the outlay on the extension of this new service to be justified, systematic surveys should be conducted, in collaboration with existing care institutions, to secure an estimate of the number and types of persons who could be served by an after-care unit. The present situation would indi-

cate that a number of after-care units have no justification for their having been set up at their present location. The Team recommends that:—

(a) *The need for an after-care service unit should be established prior to the setting up of any such institution through the conduct of the necessary surveys and experiments.*

(b) *Where no justification can be found for an existing after-care unit, it should be either closed or converted into a care institution (The revised 'care' basis should be clearly emphasised).*

(c) *The present pace of development of the after-care programme should be immediately reviewed, the tempo of extension requires to be reduced and an effort made to consolidate existing after-care service units on sound lines.*

37. The rehabilitation aspect of the after-care programmes requires to be kept clearly in mind in examining the individual applications for admission to an after-care institution. The programme of rehabilitation contains two distinct aspects, viz., social and economic rehabilitation. The programme of economic rehabilitation includes employment, placement, special assistance in overcoming resistance on the part of employers to engaging such a person and organisation of production units and producers' co-operatives. The aspect of social rehabilitation includes provision of guidance, counselling and follow-up services and in certain cases, provision of hostel facilities. Each individual case should be examined in terms of the potential for rehabilitation and the need for providing such a specialised service in each case. This scrutiny will require to be undertaken at the predischarge stage by trained staff. The Team recommends that:—

*The facilities of a specialised service should not be made available on a general basis but only to such individual discharges whose potentials for rehabilitation has been established and who are in special need of such a specialised service. Each individual application should be examined by trained staff at the pre-discharge stage.*

#### *Organization of production units and integration with training programmes*

38. The economic rehabilitation of the persons admitted to the after-care unit is a very significant part of the programme. Although it was originally intended that a production unit should be attached to each after-care home, no such production unit has started functioning so far. An appreciable number of after-care homes have already been set up and in the absence of the necessary production units, it is doubtful whether the programme of rehabilitation can be expected to succeed. Apart from the organisation of such units, a simultaneous effort could have been made to find jobs for the persons admitted to the after-care units. In the absence of effective economic rehabilitation, it is inevitable that persons will continue to stay in these shelters/hostels for an indefinite period of time, thus defeating the very purpose of the programme.

**39.** The chances of success of the production programme in the after-care units could have been increased if arrangements had been made to dovetail them with the training programmes of care institutions. A considerable amount of the preliminary training could be provided in the care institutions and trainees proficient in certain carefully selected trades and vocations could be sent to the after-care unit where they would be an asset to any production programme. The Team recommends that:—

(a) *Production units should be organised as an integral part of the service provided by an after-care unit. Arrangements should be made to set up production units at the same time as the after-care homes are opened. These production units should preferably be organised on a co-operative basis. Apart from organising such production units, simultaneous efforts should be made to explore other avenues of resettlement and employment.*

(b) *The training programmes of care institutions should be so dovetailed with the production programmes of after-care institutions that trainees proficient in selected vocation and crafts can be utilised in the after-care units for the organisation of a production programme on an economic basis.*

#### *Association of voluntary organisations*

**40.** In the programme originally conceived by the Advisory Committee, voluntary welfare organisations (not voluntary workers in their individual capacities) were to be entrusted with the actual implementation of the programme. It is a matter of regret that voluntary efforts of these agencies have not been effectively utilised in the execution of the programme. The points made in this respect in the discussion of Rescue Homes and Shelters apply equally to the management of after-care homes and shelters. The Team makes the following recommendations relating to the association of voluntary organisations in the implementation of the after-care programmes:—

(a) *Voluntary agencies should be associated more directly with the detailed execution of the after-care programmes.*

(b) *The advisory character of the Managing Committee should be modified so as to give the Committee greater executive responsibility with certain financial safeguards to be retained by the State Government.*

(c) *Adequate advisory and supervisory staff should be provided both at the Centre and in the States for the administration of the programme and efforts should be made to transfer the responsibility for the administration of individual units from the nominated Managing Committee to voluntary after-care agencies.*

## CHAPTER VI

### SOCIO-ECONOMIC AND OTHER PROGRAMMES OF THE CENTRAL SOCIAL WELFARE BOARD

#### **Socio-Economic Programmes**

##### *Urban family welfare projects*

The term 'urban family welfare projects' is a misnomer as the actual content of the programme is restricted to the organisation of production units providing gainful employment to urban women.

*The programme should more appropriately be designated as the 'Urban Socio-Economic Projects'.*

2. Against the Second Five Year Plan target of establishing 20 such projects, only 6 units were started (one each in Delhi and Bombay and 4 in Andhra Pradesh). All these units were organised for match production. The project at Delhi, however, had to be closed down by the end of September, 1958. The working of the Centrally-sponsored match factories, including the units sponsored by the CSWB, was examined in July, 1958 by a Committee appointed by the Ministry of Commerce and Industry. The report of the Committee indicates that the match industry, as the basis for the working of these projects, was not the correct choice. We would recommend that:—

*The selection of items of production for these industrial units should be related to the availability of raw material, marketing facilities and the ease with which skill and proficiency can be acquired so that the programme can provide gainful employment on competitive terms.*

While all the production units have been organised on a co-operative basis, in actual practice, however, these units have not functioned on co-operative lines. The Committee appointed by the Ministry of Commerce and Industry consider that in the absence of regularly-constituted managing committee with an effective voice in the day-to-day administration of the co-operative society, most of the production units are being run on entirely departmental lines. The Team is aware that in the initial stages of the working of these production units, the initiative and responsibility must necessarily rest with the concerned official department in terms of provision of technical assistance and arrangements for marketing. The Team, however, recommends that:

*Steps should be taken to establish the units on a sound economic basis and to encourage the co-operative to assume full responsibility for the running of the units.*

### *Programmes of the All-India Industrial Boards*

3. Apart from the urban family welfare extension projects, the first systematic attempt in the formulating of socio-economic programmes can be said to have been made in April 1958 when the Ministry of Commerce and Industry set up a Standing Committee under the Chairmanship of Smt. Indira Gandhi (a member of the CSWB). The other members of the Standing Committee include representatives of the various All-India Industrial Boards and the concerned Ministries/Departments at the Centre. With the establishment of this Standing Committee, the various All-India Industrial Boards agreed to earmark certain specific funds for the development of industrial programmes to be undertaken in joint consultation with the CSWB. As a result of the work of the Standing Committee certain specific programmes were formulated. These programmes relate to organisation of certain craft programmes on a production basis in the rural areas. In the examination of the rural WEPs, the Team has suggested that the responsibility for the production units should be assumed by the All-India Boards. The WEP programme can assist with their knowledge of local personalities and conditions, in bringing together persons to participate in such a programme. The possibilities of extending such a programme are limited by the fact that the emphasis of most programmes is on the production of quality goods requiring a high level of artistic skill and proficiency. Our recommendations, therefore, are that:—

*The CSWB should co-ordinate their work with the production programmes of the All-India Industrial Boards on the following lines, viz.*

(i) *by starting welfare extension projects (rural and urban) in areas with a concentration of professional artisans, and*

(ii) *by using the WEPs as the organisational base for starting separate production units, where there are sufficient number of professional artisans in the area.*

### *Grants-in-aid for Socio-Economic Programmes*

4. In addition to the socio-economic schemes sponsored by the CSWB, the CSWB also entertains applications for grants-in-aid from voluntary welfare organisations for setting up production units. The Team is in favour of a concerted effort in expanding the areas of operation and the facilities provided. The CSWB will, however, have a special role to play in securing for the aided institutions the necessary technical guidance and assistance from the Industrial Board concerned.

5. The Team considers that the scheme for assisting voluntary welfare institutions in running production units has distinct advantages in providing the inmates with remunerative work and the institution with a regular source of income. We recommend that:—

*While the CSWB should continue to give grants for such a purpose, it should attempt to interest the All-India Industrial*

*Boards in providing the technical assistance for starting and running such production units and financing these programmes.*

### **Supply of sewing machines**

6. The first effort in the organisation of such programmes by the CSWB was directed to the supply of sewing machines for women in the low income groups. This scheme was organised on the hire-purchase system in collaboration with the National Small Industries Corporation. The Scheme was, however, discontinued in February, 1958 because of difficulties experienced in administering the scheme. The Team, however, recommends that:—

*This scheme for the supply of sewing machines to women has a special significance in view of the relevant training programmes conducted in the WEP centres and, therefore, the CSWB should examine the possibilities of taking up this scheme once again. The responsibility for organising and supervision should not be undertaken by the CSWB, as in the earlier arrangement. Instead, applications for sewing machines should be sponsored by the State Social Welfare Board and Co-operatives should be organised with arrangements for the services of a master tailor and suitable marketing facilities.*

7. The question of production units attached to the after-care homes has been dealt with in the chapter on after-care programmes.

### **Pilot Urban Welfare Extension Projects**

8. These projects are a recent introduction of the CSWB in the urban areas, intended as a counterpart of the WEPs in the rural areas. The programme envisaged for a welfare centre of the project is expected to cater to all age groups, both men and women, taking the family as the basic unit. The coverage of each project is to be confined initially to about 500 families or on an average to about 2,500 individuals.

9. The Team appreciates the adoption of the family as the basic unit and reiterates that:—

*It is important that activities of the urban pilot welfare extension projects should not be restricted to women and children and the programme should take the family as the basic unit, as stated in the objectives of the scheme.*

Against a Plan target of 100 urban WEPs, 72 such projects had been sanctioned upto the end of March, 1959. In the absence of adequate data on the working of these schemes and the fact that they have only just come into operation, the Team wishes to restrict its recommendations to the organisational aspects of the programme. We are of the opinion that the programme of pilot urban welfare extension projects should be implemented in co-ordination with the experimental urban community development projects which are being initiated in the cities of Delhi, Bombay and Calcutta. The programme should also take into account the action being



taken on the recommendations of the Sen Committee on Slum Clearance dealing with the measures for improving living conditions of low income groups in the urban areas. It is recommended that:—

*These welfare programmes in the urban welfare projects should be co-ordinated from the very outset with similar programmes in the urban areas so as to avoid the duplication and overlapping which have been noticed with regard to welfare programmes in the rural areas.*

10. The objectives of the urban WEP programmes can be best secured if the initiative and responsibility for the execution of these projects is entrusted to the local municipality or corporation. In undertaking this responsibility, the municipality should necessarily work in close co-operation with local voluntary welfare agencies. The CSWB could help in drawing up a programme of action and these programmes should be finalised by the State Board in consultation with the State Governments, with special reference to the selection of municipalities. It is expected that in the context of the present level of municipal resources and the competing demands of various programmes, it may be necessary to assist municipalities in undertaking such programmes. A start should be made by extending these urban WEPs to towns and cities with a population of more than 50,000 persons. The Team recommends that:—

*The programme of urban WEPs should be extended to towns/cities with a population of more than 50,000 persons. The programme should be undertaken in consultation with the concerned municipalities.*

The responsibility for the execution of the project may be entrusted to a local voluntary organisation with adequate representation of the local body on the executive committee of the project.

### **Night Shelters**

11. The scheme consists of setting up of night shelters for the homeless, low-wage earners in various crowded cities as also to provide the beneficiaries with adequate bathing, recreational and educational facilities. The scheme of night shelters is at present executed through the Bharat Sevak Samaj and against the Second Plan target of 100 shelters, 28 had already started functioning by the end of February, 1959. We appreciate the establishment of these shelters and would recommend that:—

*They should be developed in close co-ordination with the concerned Municipality or the Corporation and the programme should be fitted into the overall pattern of development conceived of by the civic authority.*

### **Condensed course of training for adult women**

12. Under this scheme the CSWB sanctions grants upto a maximum of Rs. 30,000 to voluntary social welfare organisations willing to undertake condensed courses of training for women in

the age group 25-35 years, enabling them to attain, within a year or two, a minimum qualification of VIIIth class or Vernacular final. The primary object of such a condensed course is to prepare candidates with incomplete educational background to become eligible for different vocational training programmes such as the gram sevika training or the training for midwives, balwadi teachers and primary school teachers. The period of preparation which would normally extend over seven to ten years is sought to be condensed to about two years. The scheme is justified by the fact that on the one hand young girls who attain the required minimum educational qualifications in the normal course by the age of 12-15 years, are obviously unsuitable for rural welfare work and on the other the older women who would be suitable and might be interested are often found to have no education at all.

#### *Progress so far*

13. By the end of March 1959, 46 institutions were sanctioned grants for conducting the condensed course of training and another 74 applications were under consideration of the CSWB. Out of the 46 institutions recognised for this purpose, 2 institutions were to undertake training upto the matriculation level. The others were to train adult women up to the 8th standard and the Elementary School Standard. Most of the institutions recognised for this purpose were located in cities and major towns.

#### *Modifications suggested*

14. While discussing the training programmes for welfare personnel, the Team has recommended certain minimum qualifications to be prescribed for a candidate eligible for gram sevika training. These minimum standards include matriculation as the minimum desirable educational qualification. It would, therefore, be necessary that majority of the institutions which are considered for the grants-in-aid under this scheme, will have to be persuaded to take up the condensed course for Matriculation.

To achieve this result, the Team recommends the following three modifications in the existing pattern of the condensed course:—

- (i) *The condensed course should prepare candidates for the Matriculation or equivalent examination;*
- (ii) *the course may suitably be extended to two or three years; and*
- (iii) *the candidates eligible for this course should have a minimum qualification of Primary School pass.*

#### *Rural background of candidates essential*

15. To ensure the implementation of the Team's recommendation that trainees should be selected from among persons with a rural background, it would be necessary to draw, as far as possible, girls with a rural background. It is therefore, recommended that:—

*Institutions taking up the condensed course, should be located in smaller towns and preferably in rural areas.*

## Hostels for working women

### *Factual details*

16. This scheme, which provides for financial assistance, to voluntary welfare institutions willing to undertake provision of hostel facilities for working women of the lower income groups in towns and cities, also falls within the scope of the grants-in-aid programme of the CSWB. The grants sanctioned for this scheme are classified under the general head of 'Women's Welfare' and by the end of February 1959, grants amounting to Rs. 3.36 lakhs were sanctioned to 28 institutions for the same.

### *Conditions for utilisation of the grants*

17. A maximum amount of Rs. 15,000 is sanctioned under the scheme subject to the following broad conditions in addition to those normally attached to the grants-in-aid programme:

- (i) The hostel facilities provided in the scheme would cater to working women whose income is between the range of Rs. 50 and Rs. 200 per month.
- (ii) The grants should be utilised for:
  - (a) additional accommodation for existing building, or part of the rent for building, and
  - (b) for social and recreational facilities to the inmates.
- (iii) The grants are also subject to some specific conditions such as the institution receiving a grant should provide certain minimum facilities to the inmates; the rent charged to the inmates should not exceed the figure specified by the CSWB.
- (iv) The board and lodging rates are subsidised and payment is graded according to individual income levels, the deficit being met by the CSWB.

### *Need for a systematic programme*

18. Although the scheme under review patronises a very desirable cause, sufficient number of hostels have not come up so far. The Team considers the setting up of such hostels an urgent necessity which may serve as an effective preventive measure against the possibility of young working girls being exploited by undersirable elements in society. We would recommend that:—

*The CSWB, instead of sanctioning grants on an ad-hoc basis, should undertake, at an early date, a preliminary survey in a few major towns and cities to begin with, to assess the need for establishing such hostels. Once the requirements are assessed, the CSWB should induce, by suitably relaxing its usual conditions prescribed for the building and other grants, leading women welfare institutions of standing and repute to take up construction of such hostels.*

### *Higher ceiling for the grant necessary*

19. The Team is of the view that the general public who may be anxious to contribute for other charitable purposes, may not come forward with donations and other help for construction of such

hostels which may have to be managed on a more or less self-sufficient basis. It would, therefore, be necessary not only to relax the usual conditions relating to the raising of matching contributions but also to considerably increase the maximum ceiling prescribed for the grants. The Team recommends that:—

*Rs. 15,000, which is set as the maximum ceiling at present, is too low to cover costs of construction in a crowded city where the problem of providing accommodation to working girls primarily exists. The ceiling, therefore, should be suitably raised.*

#### *Recommended pattern of aid*

20 The basic need under the scheme is construction of suitable buildings. Once the buildings are constructed and minimum furniture and other facilities provided, the Team visualises that subsequently it may be possible for the voluntary organisations undertaking the construction of such hostels to maintain the hostel on an economic basis and also to provide necessary social, cultural and recreational activities. The Team would, therefore, recommend that:—

*Assistance under the present scheme should be restricted to the construction of buildings and provision of minimum furniture and fixtures.*

## CHAPTER VII

### WELFARE SCHEMES OF STATE GOVERNMENTS AND LOCAL BODIES

#### Welfare Schemes of State Governments

We have attempted to present here a brief account of the social welfare schemes of the State Governments, with a view to indicate the existing pattern, the relevant emphasis placed by individual States on the different aspects of social welfare and the areas in which greater effort is necessary.

#### *Plan provision*

2. In the First Plan there was no provision for the welfare schemes of the State Governments. Only a provision of Rs. 4 crores was made in the Plan for social welfare to be administered through the Central Social Welfare Board. It has not been possible to obtain any firm or accurate picture of the expenditure of the State Governments outside the Plan allotment during the period. Under the Second Plan, the revised provision for social welfare in the State Plans is Rs. 7 crores as against the original provision of about Rs. 10 crores, a very meagre amount in the opinion of the Team to cover the vast untapped field of social welfare coming under the orbit of State Governments, even though about Rs. 12 crores have been left to be spent by the Central Social Welfare Board. It is further noticed that the percentage of the provision for social welfare to the total outlay in the State Plans is almost infinitesimal, being only 0·43 per cent of the original provision and 0·34 per cent of the revised provision. For example the maximum provision is about 0·88 per cent of the total State Plan outlay in Assam and the minimum is hardly 0·14 per cent of the Plan outlay in West Bengal (*vide* Annexure IX). From the point of view of population also the provision for social welfare is equally disappointing. The *per capita* outlay on social welfare is Rs. 0·16 in Bihar, Rs. 0·09 in West Bengal and Rs. 0·56 in Assam and Rs. 0·27 for the country as a whole (*vide* Annexure X).

3. Apart from assisting the schemes of the State Boards the State Governments, excepting a few, have programmes of their own only of a very limited character. Mainly the schemes are by way of assisting voluntary organisations in the form of small *ad-hoc* grants. Only Bombay and West Bengal Governments can be said to have a comprehensive programme of aiding voluntary organisations for various types of welfare work. Although social defence programmes exist in all the States we have found that generally, they require a good deal of improvement. We also note that three States—Madras, Andhra Pradesh and Uttar Pradesh—have taken a lead in organising women's welfare schemes which have, to a certain extent, covered some of the needs of the rural women also.

4. We find that in the programmes undertaken by the State Governments, there is no great effort to discharge their statutory responsibilities in the field of social defence namely juvenile

delinquency, beggary, vagrancy and social and moral hygiene. We have stressed this aspect in the chapter on Administrative Set-up in this Report and have also indicated the other special responsibilities of the State Governments in the field of social welfare. We have suggested the need for State aid to voluntary welfare organisations and State's registration and recognition of welfare institutions on the basis of minimum institutional standards. The integration of grants-in-aid schemes of the State Governments and the State Boards and the institution of maintenance grants by the State Governments and its administration through the agency of the State Boards is another recommendation made by us. We have also suggested that those schemes which are parallel to the schemes run by the Central Social Welfare Board should be made over to the State Boards for execution and the State Government's responsibility may be restricted to initiating and executing only those schemes which have not been taken up so far by the CSWB and which are closely allied to other schemes of development of the State Governments.

5. In the course of our study we have found that a major impediment in undertaking programmes to deal with the welfare problems is the lack of trained personnel. While we have made detailed recommendations elsewhere on this subject, we would particularly like to emphasise here the need on the part of the State Governments to estimate the requirements of technical personnel and to arrange for training courses for supplying the same on an adequate scale.

6. The following paragraphs briefly indicate the details of the welfare schemes undertaken by the State Governments of Bombay, Madras, Andhra Pradesh and Uttar Pradesh.

### *Bombay*

7. The major schemes of the Bombay Government deal with the problems of juvenile delinquents, discharged prisoners and beggars. This State has been one of the pioneers in the field of welfare services relating to children coming under the purview of the Children's Act. The area of care and rehabilitation covers both the juvenile delinquents and the normal destitute and neglected children who are in need of special attention. Though both the categories of children are dealt with under the same Children's Act, there should be a distinction between the attitude towards these two types and in the institutional care provided for them. No such distinction, however, appears to have been maintained.

8. The State Government have taken a major stride forward in tackling the problem of beggary. On the basis of our studies, we could say that the Beggar's Homes were well-managed and were more than mere places of confinement. An attempt is also made to distinguish between the professional able-bodied beggars and the diseased and handicapped beggars who have taken to beggary in the absence of a suitable avenue of employment. We, however, notice that the problem has not been tackled yet in a comprehensive fashion and does not go beyond the confines of Bombay City, with the result that the number of beggars has increased in neighbouring cities like Poona. But it is realised that the State Governments are finding it difficult in accommodating the beggars, as institutions are

hardly able to cope with increasing numbers. Of course it is obvious that the solution of the problem does not lie in more institutions but pertains to the wider problem of tackling unemployment.

9. From the point of view of administration, Bombay has adopted the pattern of a unified Welfare Department for Backward Classes and Social Welfare. This is in line with our recommendations, but we would only add that adequate emphasis on social welfare is not given in the functions prescribed for the District Welfare Officers, as they are more or less tied up with the work relating to the welfare of backward classes.

### *Madras*

10. Madras State has provided for social defence programmes and women's welfare. It is one of the few States which has attempted, since a decade back, to give an extensive coverage to the women's welfare services through Assistant Women Welfare Officers at the district level and Women Welfare Organisers in the rural areas. The work of this department comprises three aspects viz., field work in community and family welfare, maternity and child welfare and service homes and work centres. These programmes and their coverage have been recently made more broad-based. Women welfare organisers organise Community Service Centres and undertake regular periodical visits to each family to promote the welfare of women as members of the community and the family. They conduct pre-basic classes for children of ages between 3 and 7. They also organise ladies clubs (Mathar sangams). On the preventive side there is a service home run by the Government for helpless women. Service homes run by voluntary institutions are also assisted. The State Government also have a programme of setting up work centres in the districts to train women in simple cottage industries to enable them to supplement their family income.

11. Social Welfare in Madras is looked after by more than one Department. The women's welfare work outlined above is looked after by the Women's Welfare Department and the problems of social defence are looked after by the Inspector General of Prisons.

### *Andhra Pradesh*

12. Andhra Pradesh too have women's welfare schemes of their own. Service homes for widows and indigent women and vocational training centres for women of low income groups are important schemes in this category. It is, however, seen that the progress on these schemes is rather slow and halting. It has been possible so far to open only one service home in 1957-58 and one in 1958-59 and about 100 women and 40 children are expected to be accommodated in these two homes. Similarly, in the case of vocational training centres no expenditure was incurred in the first two years of the Plan and three centres, involving only an outlay of about Rs. 0.73 lakhs, were proposed to be opened in 1958-59. There has been practically no progress in respect of other schemes e.g., opening of orphanages and homes for beggars. Against a Plan provision of about Rs. 6 lakhs for the former scheme only about Rs. 6,000 were spent in 1957-58 and no expenditure has been

incurred in 1958-59. The Plan provision for the latter scheme is also about Rs. 6 lakhs on which no expenditure has been incurred in the first three years. In Andhra Pradesh Social Welfare is looked after by the Directorate of Women's Welfare.

#### *Uttar Pradesh*

13. In Uttar Pradesh again, a major activity of the State Government relates to extension services for women and children in the rural areas. Also there are schemes for setting up institutions for the physically handicapped and two work homes for beggars which are aided by the Central Government, apart from an institution for the blind at Lucknow which is financed entirely out of State funds. Social Welfare is looked after in Uttar Pradesh by the State Directorate of Social Welfare.

14. The women's welfare schemes in the State have been running for a fairly long period since 1939. Multi-purpose Women's Welfare Centres have been established under this scheme in every district. The coverage is, however, much too inadequate as compared to that of the schemes of the State Board. For example, the number of persons covered by this scheme in Uttar Pradesh was only 2,000 persons in 1957-58, and 2,600 in 1958-59. In 1959-60 the scheme is expected to benefit about 4,000 persons. In so far as these programmes go, they are, as in the case of Madras and Andhra Pradesh, almost parallel to the programme undertaken in the Welfare Extension Projects such as Balwadis, Craft Centres, Adult Literacy Classes and Maternity Services. Here we feel that it is not conducive to economy to have two parallel schemes for welfare services in the rural areas and that the State Government should, apart from dealing with problems arising out of statutory responsibilities, initiate schemes of a pioneering nature as also specialised services which are not in a position to be taken up by the State Boards or voluntary organisations.

#### *West Bengal*

15. In West Bengal, apart from some sponsored institutions, the programmes are carried out mainly through the agency of voluntary organisations. For example, out of 55 orphanages in the State, 9 are entirely sponsored and managed by the State, whereas 46 are aided fully or partially by the State Government. Taking welfare homes in general, the State Welfare Homes are 1314 in number as against 3066 aided welfare homes involving an expenditure during the first two years of the Plan to the extent of Rs. 4.78 lakhs and Rs. 8.97 lakhs respectively. There are also 9 Vagrant Homes and 7 Special Receiving Centres in this State. The total number of inmates in Vagrant Homes on 15-11-1958 was 2179 and the total inmates in special Receiving Centres were 6922. There is no scheme in operation yet in the State for juvenile delinquency though a comprehensive Bill to deal with matters relating to care, protection, treatment and rehabilitation of children has recently been introduced in the State Legislature. There is also no reformatory school for children in this State though there is a Children's Act in force. It was only in 1955 that a separate Department of Social Welfare was set up in the State and as yet all schemes of social welfare have not been integrated. Until recently the social welfare activities of the State Government have been undertaken



mainly by the Education and Relief Departments, and it is only with the institution of the Social Welfare Department that certain schemes, particularly those relating to Social Defence have been drawn up and are sought to be implemented.

16. We might mention here that the progress made by all the States in the first three years of the Plan on Social Welfare Schemes, not organised through the Central Social Welfare Board and its agencies, is disappointingly poor, being only Rs. 2·23 crores thus representing a percentage achievement of 23 against the original provision of about Rs. 10 crores and 32 against the revised provision of Rs. 7 crores. We need hardly stress the importance of increasing the tempo of expenditure on the schemes so that at least the meagre provision for social welfare already provided is utilised in full.

### **Welfare Schemes of Local Bodies**

17. We have also made a study of the welfare programmes conducted by Municipal Corporations, Municipal Committees and District Boards in India. It has been noted that out of 442 Municipalities/District Boards as many as 293, namely 66·3 per cent of them did not undertake any welfare schemes. Even among those which spent on welfare schemes, the expenditure incurred, by more than half of them, has been less than 5 per cent of their total expenditure. While this has been the position in regard to the Local Bodies spending on welfare schemes, the attention paid by them to schemes exclusively meant for backward classes has been practically negligible. Out of 289 Municipalities/District Boards which have supplied this particular information, 277 did not incur any expenditure on schemes intended exclusively for the welfare of backward classes. It has further been noticed that in all cases where money is spent by the local bodies on welfare schemes, the expenditure does not bear any relation to either the size of the population covered by the Municipality or District Board or the numerical strength of the backward classes. Further a major portion of the expenditure incurred on welfare schemes is met by the local bodies from their own budget. The information made available by 149 local bodies shows that out of the total expenditure of Rs. 450·05 lakhs incurred on welfare schemes during 1954-55, 1955-56, 1956-57 and 1957-58, they themselves contributed Rs. 309·13 lakhs. While States' contribution towards these schemes has been to the tune of Rs. 137·21 lakhs, the Central Government has contributed Rs. 2·16 lakhs which forms only 0·48 per cent of the total expenditure. Peoples' contribution on the other hand, has been of the order of Rs. 1·96 lakhs.

18. A detailed analysis of the material collected by us during the course of the study, together with our observations and findings, are dealt with separately in the chapter on 'Welfare Schemes of Local Bodies' in Vol. II of our Report. Based on this study the Team makes the following recommendations:—

(a) *Municipal Corporations and Municipal Committees, should be recognised as the principal welfare agencies in the urban areas.*

(b) *The resources of a Municipal Corporation or a Municipal Committee, to meet the costs involved in undertaking the welfare programmes, should consist of:*

(i) *Grants-in-aid by the Central Government to be made available from out of the special funds provided at the Centre for welfare programmes including those provided for the welfare of backward classes;*

(ii) *State assistance in the form of grants which may be provided from out of the special provision made in the plans of the States both for social welfare programmes and for programmes for the welfare of backward classes;*

(iii) *the Municipal Corporations or Municipal Committees, as the case may be, should also raise their own funds and should earmark a portion of their budget for welfare schemes, depending upon the size of the population to be covered by them; and*

(iv) *contributions to be made by enlisting peoples' participation in specific welfare schemes both in the form of skilled and unskilled labour and gifts and donations.*

**(c) The Municipal Corporations and the Municipal Committees should undertake, in particular, the following types of programmes:—**

(i) *The Welfare Schemes should be designed in a manner that they would cover sweepers, scavengers and Harijan employees of the Municipal Corporations and the Municipal Committees and would also cover persons engaged in so-called traditionally unclean occupations such as flaying, tanning and leather work, by providing for them cleaner surroundings and housing sites with flaying yards and tanning pits outside their localities.*

(ii) *Setting up of Balwadis in slum areas.*

(iii) *Provision of milk supply.*

(iv) *Maintenance of play grounds.*

(v) *Provision of recreational facilities.*

(vi) *Construction and maintenance of night shelters (Rein Baseras).*

(vii) *Programmes which would cover beggars, juvenile delinquents and other under-privileged sections of the population.*

**(d) With a view to initiate and achieve changes, primarily through the recognition by the local citizens of the need for change, and through maximum citizen group participation and minimum professional leadership, the Municipal Corporations and Municipal Committees should undertake an overall programme of Community Development by establishing a suitable machinery to prepare plans and initiate pilot projects.**

**(e) The Municipal Corporations or the Municipal Committees should encourage welfare institutions working within their**

*jurisdiction by giving them grants-in-aid for sponsoring welfare services which the Corporation or Municipality would not, otherwise, be in a position, for want of suitable machinery, to execute by themselves.*

*(f) The pilot schemes under Community Development of the Central Social Welfare Board or State Boards, which are being carried out through voluntary organisations, should be drafted and implemented in consultation with the concerned Municipal Corporations or Municipal Committees.*

*(g) Due representation should be given to Municipal Corporations and Municipal Committees both at the Central level as well as at the State levels, in drawing up welfare programmes intended to cover the areas falling within the jurisdiction of the concerned Municipal Corporation or Municipal Committee.*

## CHAPTER VIII

### YOUTH WELFARE SERVICES

In recent years, attention has been focussed on the need for organising an effective and comprehensive programme of youth welfare. Such a programme finds its justification not merely in the emergent needs to deal with the disturbing trends towards indiscipline and frustration among youth, but in the more positive aim of providing youth with opportunities for creative self-expression and disciplined action. It is important to emphasise that the objectives of a youth welfare programme should not be centred merely around the contribution that youth can make to the nation but should, more appropriately, be concerned with the opportunities that the nation can afford to youth. These opportunities should, in fact, be provided mainly through the educational system, but under the existing conditions, the Team considers it more realistic to provide certain supporting services for youth welfare, especially as a significant proportion of youth come under the non-student category and as such are not covered by any formal educational system.

2. Services for youth are provided both by the governmental and non-governmental agencies and cover a wide variety of programmes. But these programmes have developed over the years on independent lines and what is immediately required is to integrate these activities in building up a unified youth welfare movement. In this context we may do well to examine the hopes and ambitions of youth. Programmes of study and recreation can then be reoriented to prepare healthy and intelligent young men and women for work and life as disciplined citizens in the community.

#### **Programmes under the First Plan**

3. The First Five Year Plan provided a sum of rupees one crore for the organisation of labour and social service camps and campus work projects. By the end of the plan period, about 2,800 camps had been organised with about 2.4 lakhs participants. The Plan also provided for the expansion of the scout movement and during this period, Bharat Scouts and Guides stepped up its membership by about 50 per cent so as to include 4.38 lakhs of boy scouts and about 68,000 girl guides within its organisation. The strength of the National Cadet Corps was extended under the Plan to 46,000 members in the senior division, 64,000 in the junior division, 8,000 in the girls division and 3,000 teachers. By the end of the Plan period there were 7,50,000 boys and girls in the Auxiliary Cadet Corps.

#### **Progress under the Second Plan**

4. The programmes for youth welfare under the Second Plan provide for the continuation of a number of schemes begun in the First Plan.

### *Campus work projects*

5. The purpose of this scheme is to provide for the much-needed amenities in colleges and educational institutions with the help of skilled or unskilled labour of students and teachers. Under this scheme about 238 works were undertaken/sanctioned in the period 1957-58. These works mainly included recreation halls-cum-auditoria, stadia, swimming pools and gymnasia.

6. While the campus work projects serve a useful purpose we find that there is often delay in the processing of applications and issue of sanctions since they have to be routed through the University/State Government. It might be desirable to simplify the procedure of applying for assistance for these projects by suitably delegating the authority for granting sanctions to Universities and/or State Governments.

### *Labour and Social Service Camps*

7. Under this scheme the youths go to the villages and help in the improvement of the conditions of village life by co-operating with and guiding the villagers. About 3,800 labour and social service camps with about 3.4 lakhs youths have been organised upto the end of December, 1958 since the start of the Second Plan. The planning of these labour and social service camps has been found to be defective and there are frequent changes in the estimates, schemes of work, location and duration of camps leading to difficulties in matters of accounts and inspection.

8. We are of the opinion that the labour and social service camps do not adequately serve the purpose. They are of a short duration only and there is no provision for following up the youths who have participated in the camps. The Team, therefore, recommends that:—

*The scheme of Labour and Social Service Camps should be discontinued.*

### *Compulsory National Service*

9. We are, however, fully alive to the need for inculcating the dignity and pride of labour in the minds of youth and in this connection we would like to refer to the scheme for Compulsory National Service for all citizens between certain ages, which is under the consideration of the Union Ministry of Education. The proposed Compulsory National Service is stated to aim at assisting in the social and economic development of the country by:

- (i) engaging the draftees in productive and constructive work relating to the development plans of the country;
- (ii) launching a country-wide movement for mobilising the vast unutilised human resources, specially in the rural areas for the achievement of tasks of national reconstruction; and
- (iii) instilling in the youth a spirit of social service and discipline by enabling them to play their part in the planning and implementation of development plans of the country.

A beginning is proposed to be made with those who have completed the first degree in humanities, sciences and professions. The annual expenditure on the scheme, to start with, is estimated at Rs. 5 crores.

10. We have no doubt about the need and importance of a period of social service for the young men and women. Compulsory military service has come to be recognised as part of the life of every man in other countries. In India, though there is no need for such a compulsory conscription for military service, we feel that a period of service in peaceful productive and constructive work for all young men will help in the development of both the youth and the country. Introduction of social service for the youth in India will also help in the merger of all the present efforts to canalise the energies of youth. But, at this stage, as is proposed, a beginning may be made with the student youth in the Universities who are about to graduate by having social service brought in as a part of the curriculum of their studies.

11. The implementation of this scheme of social service for students would require the active cooperation of the Universities and colleges in drafting the students for different types of work according to aptitude, adequate funds to start the scheme and special personnel to organise and operate the service. We would like to emphasise the need for the following:—

- (i) the setting up of some organisational machinery formed with the help of Inter-University Board and the University Grants Commission to be attached to each University prior to the launching of the scheme to draft students for different types of work according to aptitude;
- (ii) the provision by government of adequate funds for the operation of the scheme, if need be, even by reducing the period of service at the outset;
- (iii) to utilise the services of persons who have experience in organising and running the NCC and the ACC camps and others with the requisite experience in the actual operation of the scheme.

We welcome the proposal for the introduction of a period of social service as part of the curriculum for students at the graduate level to be introduced prior to the conferment of a University degree. We suggest that the organisational and financial aspects should be worked out in detail before the scheme is actually launched.

12. It may be emphasised that the social service recommended above cannot replace the NCC and ACC programmes because these latter programmes give a special emphasis on disciplined training and are primarily intended to build up a reserve of personnel for the defence of the country.

#### *National Cadet Corps*

13. The National Cadet Corps provides a system of voluntary military training in schools and colleges with the emphasis on the development of character and discipline and with the ultimate aim

of providing a potential reserve for the defence of the country. Enrolment is voluntary and the programme draws in youth between the age of 13 to 26 years. The highlight of the training programme is the organisation of the annual training camp and social service camp. While there is no liability for military service, a special incentive is provided for those cadets interested in a military career through the reservation of a certain quota for NCC cadets in recruitment to the armed services. At the end of February 1959, the National Cadet Corps had about 5,000 officers and about 1.87 lakh cadets.

### *Auxiliary Cadet Corps*

14. The A.C.C. is the natural off-shoot of the enthusiastic response of students to the National Cadet Corps. The Auxiliary Cadet Corps provides a less expensive period of preliminary training with the emphasis on physical education and discipline. At the end of March, 1958 there were about 8 lakh cadets in the Auxiliary Cadet Corps. We are of the opinion that the N.C.C. and A.C.C. movements have a special contribution to make in building up a disciplined youth.

### *Development of Physical Education*

15. A sum of Rs. 25 lakhs has been earmarked under the Plan of the Ministry of Education for the development of physical education. This provision is intended, among others, for giving grants to local physical and cultural organisations like Vyamshalas, Akhadas, etc. During the first three years of the Plan only Rs. 5.82 lakhs have been spent on this scheme. A committee set up by the Central Advisory Board of Physical Education and Recreation has suggested the preparation of popular literature on physical education, sports and recreation, but these proposals have yet to be implemented. The Team recommends that:—

*As a part of this programme physical standards should be prescribed for different age groups separately for boys and girls, and special programmes should be designed so as to achieve these standards. In this context, popular interest may be created through the organisation of national and regional competitions for developing physical standards.*

### *National Discipline Scheme and Expansion of the Scout movement*

16. The Scout movement is at present directed by a national voluntary organisation, viz. the Bharat Scouts and Guides. The National Discipline Scheme is a more recent development that grew out of the special circumstances created by the partition of the country. The National Discipline Scheme has been extended to about 210 schools and institutions by the end of March, 1959 with about 1 lakh children participating in it. It is intended to extend the scheme to 300 schools and 2.4 lakh children by the end of March, 1960. Both the Scout movement and the National Discipline Scheme provide a healthy emphasis on character building. The Estimates Committee (1957-58) in its Report on Special Education on the Ministry of Education felt that there were too many schemes in the field of building of character in the schools. It recommended

that the Government should examine the possibility of rationalising these schemes and integrating them administratively. We are, however, of the opinion that there may be scope for both these movements to function simultaneously in a country of this size with a large number of youth in need of such healthy extra-curricular activities and there would probably be no overlapping in their coverage.

#### *Other youth welfare programmes*

17. The Ministry of Education have a number of other youth welfare programmes under the Plan, viz. organisation of educational tours for students, youth festivals, youth leadership and training camps, youth welfare boards and committees in educational institutions, non-student youth clubs and centres, holiday camps and youth hostels. Some progress has been registered with the schemes for organising educational tours, inter-university youth festivals, youth leadership and training camps. The other schemes have yet to be put into operation. The Team, considers that the scheme of educational tours is a useful one and recommends that:—

(a) *Special concessions and financial assistance should be given to enable youths from low income groups and from among Scheduled Castes, Scheduled Tribes, etc. to avail themselves of this facility.*

(b) *The Team wishes to endorse the recommendation of the Estimates Committee on Special Education with regard to shifting the venue of the inter-university youth festival from Delhi, through a system of rotation, among other cities.*

18. The Estimates Committee on Special Education have also recommended that youth hostels should be located in old palaces of former princely States and Government buildings in the ex-Capitals of former Indian States. We feel that instead of constructing special buildings for use as youth hostels, it will only be necessary to recondition them suitably.

19. One of the major reasons for the slow progress of these schemes is the fact that educational institutions and student organisations do not possess the necessary expertise in drafting schemes and as a result, a number of these schemes have been turned down. The Team recommends that:—

*Students' organisations and educational institutions should be provided with the necessary technical assistance and guidance so as to enable them to redraft their programmes on a readily acceptable basis.*

#### *Vocational Guidance and Youth Employment Service*

20. The Plan of the Ministry of Labour and Employment provides for the organisation of youth employment sections and vocational guidance programmes as part of the service provided by the network of employment exchanges in the country. About 16 employment exchanges had organised youth employment sections by the end of March, 1959, as against a planned target of 53 such units. It will be necessary to examine the working of these units. The progress of



this programme, in terms of the number of units opened, in the first three years of the Plan, is not in keeping with the Plan target. We are convinced of the potentialities of this scheme for the student youth. This scheme should be further developed and extended. In this connection the Team recommends that:—

(a) *Arrangements should be made to provide students with information on employment opportunities and training facilities at the stage of bifurcation in the educational system or at the end of the secondary stage of education.*

(b) *Employment bureaus should be established in the universities on the lines of the employment bureau in the Delhi University.*

(c) *Career masters should be appointed in major schools at the district headquarters level so that they can act as a channel of vocational information for students.*

#### *Programmes for non-student youth*

21. It may be noted that the programmes for youth welfare under the Second Plan are mainly confined to meeting the needs of the student youth. It is also necessary to organise welfare programmes to meet the recreational, cultural and, to a limited extent, the educational needs of the non-student youth. The present failure to provide for the welfare of non-student youth is probably due not so much to the lack of resources as to the lack of emphasis. The Team recommends that:—

*Organisations at the district and taluqa level should be encouraged to promote cultural and recreational activities for non-student youth. Social education programme should also be specially directed towards meeting the educational needs of this category of the general population.*

## CHAPTER IX

### CHILD WELFARE SERVICES

The importance of child welfare services lies in the consideration that the personality of man is built up in the formative years, and the physical and mental health of the nation is determined largely by the manner in which it is shaped in the early stages. Further, it is only the child who is in the best position to receive the full benefits of a welfare service. The problem is of particular importance in India as the needs are acute and cover a vast field. The rights of children have found a special place in our Constitution and in the Directive Principles of State Policy. Some States have Children's Acts on the care and treatment of special groups, such as juvenile delinquents, orphans, etc. Thanks to the efforts of some important voluntary organisations, the welfare services for children have also come to receive a certain measure of popular support. Nevertheless, we find that no comprehensive programme on a national level has yet been chalked out, and the problem has not received the due emphasis and priority that it deserves. We would, therefore, recommend that:—

*In the drafting of a comprehensive welfare programme, the first priority should be given to schemes for the welfare of children.*

#### *Establishment of priorities*

2. We also need to indicate the priorities within the field of child welfare, in consideration of the limited resources at our disposal. The handicapped children require, no doubt, to be given special attention and care. These services, which are of necessity of a specialised nature, however, require suitable technical personnel and a considerable financial outlay. We find that under the existing conditions in this country even the normal child does not get the minimum services required for his healthy growth. We feel, therefore, that we should focus our attention on the problems of the normal children so that the available resources are utilised to the benefit of the maximum number and they give measurable indication of the results achieved within a short period of time. This policy has also the advantage of the preventive approach. In other words, the efforts to bring about an all-round development of the normal child will help to prevent a growth in the number of the handicapped and maladjusted children in the society. In this connection, we consider that the children of the under-privileged groups, including those from the urban slum areas should be given special attention, among the normal children, as they are particularly exposed to social vices on account of their environmental handicaps. Their living conditions are deplorable and are clearly not on par with those of their counter-parts in the rural areas where in spite of poverty the children have the advantage

of living in a cleaner atmosphere. We would, therefore, recommend that:—

*Within the field of child welfare priority should be given to schemes for the welfare of the normal child, with special attention to the needs of children of the under-privileged groups including those living in urban areas. In working out schemes for child welfare, greater attention has to be paid to the preventive side so that the under-lying causes of all the social problems and the disabilities of the children are effectively controlled.*

### **Child Welfare Legislation**

3. The existing items of child welfare legislation on the statute book cover aspects such as correction of offenders, protection against sale into slavery or for immoral purposes, the appointment of guardians, restrictions on employment of children, etc. Specific Children's Acts have been passed in the States of Madras, West Bengal, Kerala, Madhya Pradesh, Rajasthan, Andhra Pradesh, Punjab, Bombay and Uttar Pradesh. While it is a matter of satisfaction that these Acts are on the statute book, we find it necessary to draw pointed attention to the fact that they cover only some areas in each State; they differ from each other in respect of certain vital elements, e.g., age of arrest and detention, categories of children covered under the Act, etc. They do not provide for inter-State repatriation of children or for the coordination of programmes and most important of all, they do not often provide for the necessary specialised machinery required for their successful implementation. Some of the Acts have remained dead letters on the statute book while the operation of others has been severely restricted. The Central Government had taken the initiative some time back for providing and circulating a model Children's Bill for the former Part "C" States, but it does not appear to have been followed up in implementation. Our recommendations on this subject are that:—

*(a) It is necessary to enact child welfare legislation in all States with a broad measure of uniformity.*

*(b) The model children's bill should be re-circulated among the State Governments in order to arrive at a certain measure of agreement.*

*(c) Steps should be taken by the State Governments to enforce these Acts immediately and, where necessary, funds should be provided for the purpose.*

### **Programmes under the Plan**

4. The child welfare programmes under the Plan cover the aspects of health, education and recreation.

#### **Health programmes**

5. These programmes include the opening of maternity and child welfare centres, the organisation of school health service and the provision of mid-day meals for school children.

6. *Maternity and Child Welfare Centres.*—The First Plan provided a sum of Rs. 1·89 crores for opening maternity and child welfare centres (Rs. 0·54 crores in the Central and Rs. 1·35 crores in the State Plans). In the Second Plan this figure was raised to Rs. 2·22 crores in the State Plans. But it is noticed that only Rs. 0·49 crores have been spent during the first three years of the Second Plan. It has not been possible to obtain any firm estimate of the number of maternity and child welfare centres actually opened so far. It is, however, understood that centres which have been opened are being integrated with the primary health units.

7. Obviously, the progress of this scheme has been far from satisfactory, even if assessed merely in terms of financial outlay. We are, however, aware that there are certain handicaps in its implementation, the most important of them being the shortage of trained personnel. It may be mentioned, however, that while in certain States, difficulty is experienced in recruiting trained midwives for work in the rural areas, there are other States where this category of staff is readily available. We, therefore, recommend that:—

*The trained staff should be given the necessary incentives by way of allowances and better living conditions to restore the balance between their demand and supply in the rural areas. The mobility of such trained staff could be increased if training programmes are planned on a regional basis, using a common language to reach the people and to overcome local barriers and prejudices.*

8. *School health service.*—The Second Plan provides Rs. 1·34 crores for the organisation of a school health service, primarily directed towards organising periodical medical check-up for school students. The scheme has made little progress so far. We also feel that a system of medical check-up unattended by subsequent follow-up treatment falls short of the desired objective of building up the health of the children. We would recommend that:—

*Additional efforts should be made to secure immediate progress and in so doing the scope of the scheme should also be extended from mere medical inspection, as at present, to providing the requisite follow-up treatment as well.*

9. *Mid-day meals.*—Six States and Union Territories have schemes for providing mid-day meals for school children under the Second Plan. The provision of cheap and balanced meals has the special advantage of remedying the nutritional deficiencies from which a large number of children suffer.\* But we find that although the scheme has received a measure of acceptance, little progress has been made in terms of actual coverage, as the operation of the scheme is confined to a few States and a few areas in each State. In view of the limitation of resources we are not sure that the operation of the scheme can be extended immediately on a nation-wide scale. But

we feel that it should be possible now to extend the coverage to a limited extent. We would, therefore, recommend that:—

*In the immediate future attention should be focussed on extending the scheme at least to the following categories of children, viz.*

(i) children attending primary schools in the urban and rural areas, preferably from among low income groups;

(ii) children residing in areas more prone to famine, floods and scarcity conditions.

*In this respect, it may also be necessary to pay attention to the full and proper utilisation of milk and other supplies made available by the U.N. and other agencies.*

These supplies are obtained under agreements at the Governmental level and, in fact, the Central Government bears the transportation costs for these supplies in India. There is a need to examine the possibility of using these supplies as part of a planned drive of supplementary nutrition for children. The difficulties in implementing the programme are small and can, we believe, be easily ironed out.

#### *Educational programmes*

10. Apart from general educational facilities for children, the organisation of balwadis (pre-primary basic schools) has found a place in the programme of Welfare Extension Projects organised by the Central Social Welfare Board. The content of the WEP programme has been discussed in detail elsewhere in the Report. The need for coordination with programmes of other welfare departments in the rural areas has also been indicated. At this stage it is only necessary to repeat that the organisation of a balwadi should be an essential feature of the programmes for rural women and children conducted by other departments, e.g., community development, women's welfare, etc.

11. Similar arrangements for running balwadis in the urban areas should also be taken in hand. At present reputed national welfare organisations have organised balwadis in slum areas in the cities and these programmes have shown good results. Unfortunately the number of such programmes is small and the majority of balwadis charge such high fees that they are available only to children from the highest income groups. We would, therefore, recommend that:—

*Balwadis should be organised in the urban areas preferably in slum areas so as to benefit the children from low income groups.*

#### *Recreational programmes*

12. The organisation of recreational programmes is important for the healthy development of the normal child. In fact it has been pointed out that supervised recreation can be an effective preventive measure against the spread of juvenile delinquency. Here, again, we are of the opinion that the rural child is better off than his urban counterpart, in that he does not require

special playgrounds and parks to be organised for his benefit. In the cities, however, these facilities are rare and it is, therefore, necessary to provide parks and playgrounds in the urban areas. We would recommend that:—

*The municipal authorities in cities with a population of between fifty thousand and one lakh persons should provide adequate parks and play grounds and should organise supervised recreation in cooperation with local voluntary organisations, if necessary, with financial assistance from the Government.*

13. *Children's films.*—The Second Plan provides Rs. 20 lakhs for the production of children's films; the expenditure in the first three years has been of the order of Rs. 11.5 lakhs. The activities of the Children's Film Society and Children's Little Theatre are notable in the field of voluntary efforts towards providing these services. The Shankar's Weekly of Delhi has also been organising painting and writing competitions to encourage creative activities among children. The institution by the Indian Council of Child Welfare of awards for courage and service to the community is also noteworthy. These are good beginnings and attempts should be made to extend them to a large number of children through similar efforts at the regional level.

#### *Children's literature*

14. The Ministry of Education have held four prize competitions for writing books for children. In the third competition organised in 1957-58, 22 authors, in the various regional languages, were awarded prizes of Rs. 500 each. 2,000 copies of each of the prize-winning book were purchased for distribution among educational institutions, schools, libraries, community development blocks, etc. To improve the general standard of children's literature two model books in Hindi have been so far published. Under the scheme of assisting voluntary organisations towards preparing children's magazines and literature, we find that no grant was given in 1958-59 and about Rs. 46,000 has been proposed for the year 1959-60. The Ministry have also agreed to advance Rs. 7 lakhs to the Children's Book Trust for setting up a press and provision of Rs. 4 lakhs has been proposed for the year 1959-60 on this account. We also notice that there is a scheme of setting up Sahitya Rachanalayaks (literary workshops). Four such institutions were sanctioned in 1958-59 in the States of Assam, Andhra Pradesh, Madhya Pradesh and Rajasthan and the programme contemplates the setting up of four more in 1959-60 at a cost of Rs. 44,000. On the whole we find that these schemes have not progressed well, and some of them have not even made a fair start. We would like to emphasise here that good literature for children has a positive contribution to make to their growth and development. But the object of producing literature for children would be defeated if the literature is not within their easy reach. It may be noted here that literature for children produced in other countries is sold at cheap rates in India. The

quality of paper and production of these books is also of a high standard. It should not be difficult to have such literature also produced and sold in India, with the help of subsidies, if necessary:—

*The children's literature produced in India should be sold at prices within easy reach of the people and should be widely distributed. To ensure effective distribution of this literature, the Team recommends that this literature should be made available to children's sections, especially set up in public libraries, wherever necessary, and to school libraries, at concessional rates, for which subsidies should be given.*

### **Welfare of handicapped children**

15. There are four categories of handicapped children, viz., the socially handicapped, the physically handicapped, the mentally handicapped and the juvenile delinquents. In the absence of data, it is difficult to get a clear idea about the nature and extent of the problems of the handicapped children. It is, therefore, necessary to collect information about the number and the nature of the handicapped in the country, with special reference to children. We would recommend that:—

*The possibility of using the Census Organisation for the collection of data on the handicapped children should be considered.*

16. The Second Plan has provided for increasing facilities such as model schools for blind and deaf children. The Ministry of Education have started a model school for blind children at Dehra Dun and proposes to start a school for the orthopaedically handicapped children and a model school for mentally-retarded children in 1959-60. The Ministry of Health have provided Rs. 20 lakhs in the Plan for the establishment of child guidance and psychiatric clinics as adjuncts to teaching hospitals for treating the behaviour, personality and habit disorders of children. Seven units have so far been sanctioned in Andhra Pradesh, Madras (2), Punjab, U.P., Bombay and Madhya Pradesh. In the Plans of a number of States, provision has been made for the welfare and education of physically and mentally handicapped. The Ministry of Education and the Central Social Welfare Board have also a programme of giving grants-in-aid to voluntary institutions which look after the welfare of the handicapped. We are of the opinion that the existing arrangements for looking after the welfare of the handicapped, in general, and of handicapped children in particular are inadequate. For example, there are only five institutions catering to the welfare of the mentally handicapped. We feel that there is need for establishing specific services for each of the categories of the handicapped children throughout the country. We would, therefore, recommend that:—

*There should, at least, be a minimum set of services for the welfare and education of each of the categories of the handicapped in every State and such a minimum programme should be worked out on a model basis.*

17. A related problem in providing welfare services for the handicapped children is the question of their institutionalisation. The

idea has gained strength that the welfare of children is best promoted by keeping them as part of the family. We are aware of the advantages of institutionalisation and wish to acknowledge the pioneering efforts, in the field of welfare of the handicapped, of pioneering bodies like the Society for the Rehabilitation of Crippled Children in Bombay, the Calcutta Blind School and other notable institutions of this type. In fact, the Society for the Rehabilitation of Crippled Children, Bombay, has been able to extend its services to a wider public mainly because of a decided emphasis on non-institutionalisation, as the crippled children are brought regularly to the clinic by the parents. We feel that there should be a clear shift towards non-institutionalisation in the organisation of the existing welfare services. Until such time, however, it will be necessary to depend upon the existing residential institutions for the care and rehabilitation of crippled children. We are, however, of the opinion that it is always desirable to avoid institutionalisation of these children in cases where it is possible to deal with their problems in the setting of the family.

18. The problems of juvenile delinquents are dealt with separately under the chapter on 'Social Defence Programmes'

*Proposed National Commission for Child Welfare*

19. This analysis indicates that the limited funds made available for child welfare in the Second Plan have not been effectively utilised so far. This is an unfortunate state of affairs, considering that the welfare of children as future citizens of the country has been accepted by us all. It is evident that the real reason for the present position lies in the absence of an integrated programme for the welfare of children. We would, hence, recommend that:—

*A National Commission for Child Welfare should be set up for improving the pattern of child welfare services and for drawing up an integrated national programme to be adopted as part of the Third Five Year Plan.*

Such a Commission could lay down the schedule for protective legislation and specific welfare programmes, the priorities within the field of child welfare and the resources that would be required for implementing these programmes in terms of finance, trained personnel, equipment, etc.





**PART III**  
**WELFARE OF BACKWARD CLASSES**



## CHAPTER I

### GENERAL PRINCIPLES

For well-known historical reasons the Backward Classes have been given a special consideration in the Constitution of India. The term 'Backward Classes' has been used to include Scheduled Tribes, Scheduled Castes, Denotified Tribes and Other Backward Classes. In consequence of the rigid caste-ridden hierarchy, that prevailed in the past in India's social structure, certain sections of the community laboured under distinct disadvantages. They suffered both from social and economic disabilities and came to be known as Backward Classes.

2. There are two very clear implications of the policy adopted by the Government of India towards the Backward Classes. On the one hand there is recognition of the fact that certain sections of the population are socially, educationally and economically not even with the rest of the community. Alongside there is an equally important stipulation that the wide disparities in the socio-economic levels of various sections of the community should be narrowed down and finally eliminated. It has been fully realised that special arrangements would have to be made for them in order to bring them to a position of equality with other citizens. In essence, therefore, this is a policy of social justice.

3. Article 46 of the Constitution lays down a directive principle of State policy in this behalf. It provides "The State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation." As for the Scheduled Castes, who suffer from a social disability arising from the practice of 'untouchability', Article 17 of the Constitution enunciates a fundamental right in these words: "'Untouchability' is abolished and its practice in any form is forbidden. The enforcement of any disability arising out of 'Untouchability' shall be an offence punishable in accordance with law".

4. The special assistance which the Constitution envisages take two forms: (1) Reservation in the matter of representation and employment and (2) Special assistance to overcome social, educational and economic backwardness. According to our Terms of Reference, we are only concerned with the latter. The principal provisions dealing with welfare are contained in Articles 46 and 275. These provide for promotion of the educational, social and economic interests of the Backward Classes. Article 244 introduces another important concept, namely, development of backward areas together with certain groups of people who are themselves backward and reside in these areas. In short, the regional concept also embraces the group concept.

### *National Policy towards the Scheduled Tribes*

5. The problem of Scheduled Tribes is somewhat different because of several anthropological reasons. Each tribe has a distinct cultural pattern of its own. It was, therefore, necessary to prepare any programme for the development and welfare of Scheduled Tribes with a clear-cut national policy. Anthropologists, planners, welfare administrators and social workers have all been interested alike in defining this policy in the light of their own understanding of the problem. Opinions expressed by various groups on this subject constitute divergent schools of thought which have evoked considerable controversy. Because of the forces released by the plans for the overall national development, the process of acculturation of tribes has been further accelerated. With the linking up of the tribal areas with the outside world, the question whether we should adopt a policy of assimilation or otherwise is no more than of mere academic interest.

6. In fact, we cannot find better words to define the correct policy on tribal development than used by none other than the Prime Minister himself in his succinct and pointed foreword to the second edition of Dr. Verrier Elwin's book, "A Philosophy for NEFA". He observes:

"We cannot allow matters to drift in the tribal areas or just not take interest in them. In the world of to-day that is not possible or desirable. At the same time we should avoid over-administering these areas, and, in particular, sending too many outsiders into tribal territory."

7. It is between these two extreme positions that we have to function. There has to be development in various ways, such as communications, medical facilities education and better agriculture. these avenues of development should, however, be pursued within the broad framework of the following five fundamental principles:

- (1) People should develop along the lines of their own genius and we should avoid imposing anything on them. We should try to encourage in every way their own traditional arts and culture.
- (2) Tribal rights in land and forests should be respected.
- (3) We should try to train and build up a team of their own people to do the work of administration and development. Some technical personnel from outside will, no doubt, be needed, especially in the beginning. But we should avoid introducing too many outsiders into tribal territory.
- (4) We should not over-administer these areas or overwhelm them with a multiplicity of schemes. We should rather work through, and not in rivalry to, their own social and cultural institutions.
- (5) We should judge results, not by statistics or the amount of money spent, but by the quality of human character that is evolved.

8. Our field studies and observations as also the discussions with social workers, welfare administrators and social scientists bear out the principles enunciated by the Prime Minister. Our recommendations spell out the details in which the various programme and activities for tribal welfare and development need to be modified so as to translate these principles into practice.

*Problem of assimilation*

9. Since the whole nation is on the march, it can be confidently expected that the tribals would play their part with the rest of the nation. We are all adjusting ourselves to new ideas and to the impact of forces generated by national development; the tribals can do likewise. At some stage or other assimilation would reach an optimum point. No deliberate measures need, therefore, be taken unduly to hasten the process of assimilation lest it proves harmful to the tribals. On the other hand, measures might be taken to moderate the impact of the radiating forces of development and to allow the strong and healthy characteristics of tribal culture to influence the rest of the society.

*Criteria for drawing up Scheduled of Castes, Tribes and Area*

10. During the course of our study, we have come across a problem which strictly is outside the purview of our Terms of Reference. However, it would serve our purpose if this problem is taken note of by the Commissions which will shortly be set up under Article 339 of the Constitution, "to report on the administration of the scheduled areas and the welfare of the Scheduled Tribes in the States". The reference is to the criteria for drawing up of schedules for tribes, areas and castes. It is found that criteria for classifying castes as Scheduled Castes are fairly definite. Such is not the case in regard to the scheduling of tribes and areas. It was observed that a tribe is scheduled in one State while it is not scheduled in another. Sometimes a tribe is scheduled in one area of a State while the same tribe, residing in another part of the State, is not scheduled. It is, however, admitted that even the same tribe can be at different levels of economic development within the same State. Then, certain areas which have a large population of Scheduled Tribes and which are yet undeveloped have not been declared as Scheduled Areas.

11. We have taken cognisance of these factors only to the extent they have a bearing on the welfare programmes of the Scheduled Castes, Scheduled Tribes and Scheduled Areas. Devising or applying an objective set of criteria to serve as a rational basis for drawing up of these schedules is not directly within our purview. As stated earlier, it is expected that the Commission, shortly due to be appointed under the Constitution, will give the necessary attention to the subject.

*Application of economic criteria within Scheduled Castes and Scheduled Tribes*

12. At present the practice is to consider the total quantum of assistance to any category of scheduled communities as one unit. It has been observed by us that, as a result of the development and welfare measures taken during the course of last 12 years, certain Scheduled Castes and Tribes have shown remarkable advance over others. Instances of certain groups or sub-groups, within a Scheduled Caste or a Scheduled Tribe, having attained a much higher standard

of living than the rest of their community, are also not lacking. This difference in the economic levels has a bearing on their capacity to absorb and to properly utilise the assistance offered by the State or by the voluntary organisations. Tribes or Castes, which are more advanced economically and/or educationally, tend to get more than their due share of assistance. This has an adverse influence on the growth of those at the lower rung of the economic ladder. The Team recommends that:—

*While still retaining the Schedules of Castes and Tribes for special assistance, an economic criterion should be applied within the groups of Scheduled Tribes and Scheduled Castes so as to ensure that more benefits go to those who are economically less advanced.*

However, the ultimate objective would be to entirely eliminate criteria other than economic so that backwardness would be judged only on the basis of economic considerations. It is envisaged that the economic basis of need would then constitute the nucleus of a system of social security which can be extended in proportion to the expanding national resources.

#### *Other Backward Classes*

13. In fact, what is true particularly of Scheduled Castes and Scheduled Tribes, generally holds good about the "Other Backward Classes" as well. Some of them have been able to improve themselves so much that, for all practical purposes, they are indistinguishable from the general community. Simultaneously, it must be recognised that there are still some individuals—and they constitute the majority—who require special assistance for years to come. It is felt that we have reached a stage at which this matter should be given a careful consideration. It would seem that, in the national interest, a distinction should be drawn between the more advanced and not so advanced individuals among the backward classes. This will enable those who have progressed to take their rightful place with the rest of the community and will facilitate concentration on those who still require assistance. It stands to reason that a highly educated person who has a four-figure income per month cannot be equated with other backward class individuals living in remote hills, isolated villages and worst of slums.

14. To illustrate this point more concretely findings of our field studies may be cited. It was observed that 24% scholarship-holders in Assam, 32% in Bihar, 20% in Madhya Pradesh and 25% in Orissa belonged to families having an income of Rs. 1501 and above per annum. The percentages of scholarship-holders in the lower income groups were found to be proportionately much less. Similarly with regard to financial assistance for housing, it was found that among those who get assistance, persons having comparatively higher incomes are found to be relatively numerous. Secondly, the field studies do not reveal any more favourable terms for this financial assistance to individuals having lower income than what is available to those having higher income. In other words, the aid given to low income individuals is not always an outright grant nor is the amount given to the higher income group always a loan. It is desirable to evolve suitable norms, based possibly on income or any

other easily and accurately ascertainable factor. While evolving norms, a liberal, though objective approach, should be adopted so that even those at the marginal level may still continue to get sustained benefits to consolidate their position. But in terms of administrative efficacy it will be advisable that once these norms are evolved they should be enforced strictly. If the removal of disparities is the eventual aim of all developmental and welfare measures for backward classes, the proposed course seems to be the only logical way. It is also a matter of inculcating an urge among those, who are in receipt of assistance, to cherish the goal of being one and equal with the rest of the community. For this purpose, we recommend that:—

(a) (i) *An economic rationale should be introduced in the schemes of assistance concentrating on aid to those individuals who are economically less advanced among the other backward classes.*

(ii) *Standard norms based either on revenue or income tax or some other local tax which are easily assessable should be adopted.*

(b) *These norms should be objectively determined and should be applied in no ungenerous or rigid manner. They may be periodically reviewed in the light of the changing position.*

#### *Tribal bias and extension methods*

15. Ever since the first National Extension Service and Community Development Blocks were opened, considerable knowledge and skills have been acquired by executive officers at the field level in harnessing technological development to socio-economic progress. But when similar schemes were extended to tribal areas it was assumed that the methods which succeeded with the average Indian farmer or a villager would also succeed with a tribal. It was quickly realised that tribal psychology is somewhat different. It is, therefore, not uncommon to find that schemes operating in tribal areas have not been able to catch the people's imagination. The lack of a suitable adaptation of the general extension methods was the main cause for this failure. A study of the few schemes which did register an appreciable progress in some tribal areas would reveal that the necessary slant was given to the entire approach. The Team recommends that:—

*The extension methods should be properly adapted so as to suit the tribal psychology and should be so applied as to enable the tribals to develop according to their own genius.*

#### **Other Principles.**

##### *Traditional tribal institutions*

16. In keeping with the proposed policies enunciated above, it would be necessary to ensure that the welfare and developmental plans for the backward classes and particularly for the Scheduled Tribes are formulated and implemented with close and continuous cooperation of their own indigenous institutions. The tribals, for instance, have their traditional panchayats or village darbars which



continue to hold a sway over the tribal life. Associating traditional tribal institutions with planning and execution will have a two-fold benefit. In the first instance, the plans will become more realistic if they reflect the popular needs as represented by traditional tribal institutions. Secondly, once these representative bodies are convinced of the efficacy of a programme, the whole-hearted cooperation of the entire tribal community would follow *ipso facto*. Because of the unfortunate experience that the tribals have had when they first came into contact with the outer world, there is a natural tendency on their part to suspect the bonafides of any external agency. The fact that the external agency comes in the form of a developmental or welfare body is no safeguard in their eyes for in the past exploiters have usually come to them in the guise of benefactors. One of the ways of winning their confidence is to approach them through their own institutions. For example, the traditional panchayats, such as the Pattapara among the Kanikars of Kerala or the village darbars among the Khasis of Assam, are institutions which still retain their hold over the tribal's mind and way of life. Likewise social institutions like the Murangs in Assam and the Ghotals in Bastar are other instances of tribal institutions for the youths. These institutions are still active and have potentialities of being invested with a new vitality that can be directed towards the current needs. If they are harnessed towards planning and execution of developmental and welfare programmes, they will be infused with a new message and a new mission which will once again make them the architects of their own destiny. The developmental programme also stands to gain in being smoother and speedier than it can ever hope to be with purely official effort. We recommend that:—

*The traditional tribal institutions should be actively associated with planning and execution of welfare and development programmes. In doing so, however, the process of democratisation should be progressively introduced. One possible method would be to make these authorities elective and leave tribal bodies to work out methods of functioning in keeping with their traditions.*

### *Simplicity in planning for tribal welfare*

17. Another basic factor that can make a substantial difference in the success or failure of a plan for tribal welfare is its simplicity. Our studies have clearly brought out that the danger of attempting too much is that little is achieved. In framing the recommendations, we have been largely, guided by this overriding consideration of adopting a simple and direct approach to planning for the welfare and development of the tribes. Apart from the fact that sufficient personnel of the right type are not available to introduce, at this stage, every conceivable scheme of welfare and development, there is the danger of over-administration, as pointed out by the Prime Minister, which is resented and resisted by the tribal. Even if no active resistance is offered, the mere multiplicity and complexity of schemes confuse the tribal who is unable to assimilate all the advice that is directed to him. Further, it is now clear to any serious student of the working of plan schemes that overdoing or unduly hastening

the process and pace of development often leads to passivity, a disposition to accept but not to do. We recommend that:—

*The Plans for tribal welfare need to be very simple. It is important, at least in the initial stages, to concentrate on a few selected programmes, that have a vital bearing on the felt needs of the people so as to secure ready understanding and willing participation on the part of the tribals.*

#### *Synchronisation of various administrative methods*

18. At this stage it is necessary to stress a basic tenet of administration. Being of universal application, its efficacy is not limited only to the administration of tribal welfare schemes. Although obvious, the reason for reiterating it here is that a failure to overlook this principle brings about a greater set-back in tribal areas where people are more sensitive than elsewhere. Many a time it so happens that the pace of implementation of various components of a scheme, which are interdependent, is not simultaneously regulated. This results in schemes starting without full and proper preparatory work leading to a halting progress in their implementation. For example, following a campaign for utilisation of better seeds or use of fertilisers and manures, if the supply of improved seeds or fertilisers does not reach the farmer in good time, the Development Officers lose face with the tribals. This shakes their confidence so deeply that an exhortation in future has little or no influence on them. Opening of a multi-purpose block with great fanfare and high promises but without the necessary resources or equipment is another example of this nature. Any time-lag between preparing the community for social action and providing the necessary facilities is bound to result in indifference if not hostility. We recommend that:—

*Constant vigilance should be exercised to ensure that action under various schemes, which are interdependent, is properly synchronised so as not to cause delay or failure in their implementation and consequent frustration among the people.*

## CHAPTER II

### WELFARE AND DEVELOPMENT PROGRAMMES FOR SCHEDULED TRIBES

The existing programmes of tribal welfare and development include a variety of activities under the broad heads of economic development, communications, education, public health and housing. From April, 1957 an integral programme of intensive development has also been initiated in the shape of special multi-purpose blocks. This programme is jointly sponsored and supported by the Ministry of Community Development and the Ministry of Home Affairs. If the size of financial provision for a particular programme is any index of the priority accorded to that scheme, economic development assures the highest priority, for which a provision of about Rs. 10 crores has been made in the Second Five Year Plan. Communications, education, multi-purpose blocks, housing and public health follow in that order of priority in terms of the financial provisions made for them. In the schematic budget for the multi-purpose blocks, the order of priority is as follows —

	Rs. in Lakhs.
I. Project Headquarters . . . . .	7.00
II. Irrigation, Reclamation and Soil Conservation . . . . .	4.00
III. Communications . . . . .	4.00
IV. Rural Housing . . . . .	2.50
V. Cooperation . . . . .	2.00
VI. Rural Arts and Crafts . . . . .	2.00
VII. Health and Rural Sanitation . . . . .	2.00
VIII. Animal Husbandry & Agricultural Extension . . . . .	1.50
IX. Education . . . . .	0.75
X. Social Education . . . . .	0.75
XI. Miscellaneous . . . . .	0.50
TOTAL . . . . .	27.00

#### *Balanced priorities*

2. While each aspect of development is important in its own place, it is observed that in actual operation no rigid order of priority is universally applicable. Felt needs of tribal communities vary in some detail from community to community and area to area. In most tribal areas regular supply of clean drinking water is an acutely felt want. Apart from being an elementary necessity, its lack is also the cause of widespread diseases among the tribals. Similarly, while there will be common agreement on according highest priority to economic development, there will be wide differences on the question whether agriculture or forestry, handicrafts or village industries should constitute the main plank of economic development in a particular tribal area. Keeping in view the broad requirements

of Scheduled Tribes all over the country, the Team recommends that:—

*The overall order of priority should be as follows:*

- (i) *Economic Development and Communications;*
- (ii) *Education; and*
- (iii) *Public Health.*

### *Integral Plan*

3. A local survey preparatory to the formulation of schemes can alone reveal the precise order of priorities applicable to that particular area. Thus the two main sound principles of planning, namely, integral approach and balanced order of priorities, should also be applied to all schemes for the development and welfare of tribals. One cannot emphasise the development of any one aspect to the exclusion of others. We recommend that:—

*(a) While the above three major programmes should receive a higher priority than the rest, inter se they should receive simultaneous attention because success in each of them is dependant upon the progress in other spheres.*

*(b) A careful integrated programme of development of tribal economy based on agriculture, forestry, hand/crafts and village industries should be organised. The exact degree of emphasis upon each of them would be determined by a systematic survey of the needs and possibilities in each area.*

### **Agriculture and Allied Programmes**

#### *Complex problems*

4. A study of the agricultural development in tribal areas reveals that the problems involved in the process are complex and technical. Some broad facts are, however, very clear. Out of a total population of 235 lakhs of Scheduled Tribes, 173 lakhs are engaged in agricultural pursuits. The importance that the tribals attach to the land, which sustains them, is much deeper than what can be imagined on the basis of mere economic utility. In view of the high priority that schemes for economic betterment deserve in any plan of tribal development and further because of the vital place that agriculture occupies in the economic life of tribals, agriculture can easily assume a very high priority in schemes of tribal development. If the provisions and performances are an index of the importance attached to any particular scheme, agriculture has not enjoyed this place of precedence either in the First or in the Second Plan. The total expenditure on agricultural schemes for Scheduled Tribes during the First Plan was only of the order of Rs. 6·58 lakhs. Though the net provision on agriculture for Scheduled Tribes has been increased to Rs. 74·29 lakhs, in terms of the proportion of this provision in the total outlay for welfare of Scheduled Tribes this has been increased only by 2 per cent. There is thus a strong case for higher provision and better performance in the agricultural schemes for tribal benefit. For them it is a part of their historical heritage. In their culture, it is the mother earth that feeds them and bestows' numerous

natural gifts on them. Land symbolises for them a sense of security and freedom from want. Before the introduction of cash economy and with it of the agents of cash money, the tribals might not have been living in great prosperity but they did not live in dire want either. The increasing alienation from land has brought about not only dependence and poverty, as we understand it, but also a degree of social disorganisation. Further in these days of food shortage when the whole national effort is directed towards raising two ears of corn where one grew before, their indigenous methods of cultivation are also considered inadequate.

### *Jhuming cultivation*

5. Another problem which is very often associated with tribal agriculture is the practice of jhuming or shifting cultivation. It would appear that much has been made of the evil effects of shifting cultivation on the soil and the forest. In 1958, Shri H. D. Chaturvedi, the then Inspector-General of Forests, Government of India, pointed out that "the correct approach to the problem of shifting cultivation lies in accepting it not as a necessary evil but recognising it as a way of life;... evolved as a reflex to the physiographical character of the land". According to one estimate 25 lakhs of tribal population follow the jhuming method of cultivation. There is an attempt to abolish this practice altogether and to rehabilitate the shifting cultivators in settled agriculture on lower slopes or on the plains, only 10 per cent of them can be settled in the next 15 years. In the Second Five Year Plan a sum of Rs. 287.33 lakhs has been set apart for the purpose. It should thus appear to be a costly and long-drawn-out process and the results do not promise to be commensurate with the effort or the outlay. Recently, however, experiments are being made to introduce scientific jhuming in order to preserve the fertility of the soil and prevent erosion. If the experiments currently in hand in NEFA prove successful, as they promise to be, we might strike at a golden mean which will result in greater food production without unduly interfering with the tribal way of life. In the absence of any such approach, we are likely to be continuously beset with the present dilemma in which we can neither allow jhuming to go on unchecked nor do we have sufficient land, water and other material resources to offer an inexpensive and quick substitute. There are regions in or around tribal areas where land is available but has remained unallotted and in most cases even unsurveyed.

6. Our recommendations are primarily directed towards the three main problems of tribal agriculture, namely, (i) restoration and preservation of the land rights of the tribal communities; (ii) introduction of scientific jhuming and (iii) improvement of agricultural practices for more and better production of food.

7. An important point about tribal agriculture is the problem of land itself and of their rights under the prevailing system of land tenure. The extension of the rule of law in the field of land rights has resulted in the progressive extinction of the original rights of tribals which was theirs at least by virtue of the first occupation. Even if it is not possible to reverse this process there should be no doubt or difficulty about arresting this process and in restating the rights of tribal communities in land in unambiguous terms.

8. Even where intermediaries have been abolished, the tribals continue to hold the status of sub-tenants or under-ryots and hence do not come into direct relationship with the State except in certain areas. Backward classes in general and tribals in particular have not been able to take full advantage, on account of their weak social and economic status. They are still subjected to direct or indirect threats of forced eviction under the guise of 'voluntary surrenders'. Some of them, though tenants in law and in fact, are regarded only as crop-sharers, thus depriving them of their legitimate tenancy rights. The Ahirs of Assam, Bargadas, the Noromdora in Kerala are the particular groups which have suffered in this respect. Further, the Zamindari estates in the hill areas of Assam, and Jaunsar Bawar areas of Uttar Pradesh, Mattardsuri tenancy in Andhra Pradesh and Madras and Zamindari tenure in Tripura are the examples of tribal areas where the intermediaries have not been abolished. We recommend that:—

(a) *One of the first few steps that should receive higher priority in the programme of agricultural development in tribal areas is that of surveying the areas of cultivable land. Wherever it is not possible to carry out detailed survey, it would suffice to ascertain the extent and location of land available for allotment and reclamation.*

(b) *This should be immediately followed by a plan of allotment in which due emphasis should be given to allotting land to shifting cultivators and landless tribals.*

9. It has been reported that during the period 1951—55, 2,55,595 acres of land was allotted to Scheduled Tribes in Scheduled Areas in the States of Bihar, Bombay and Hyderabad. During the same period 4,29,296 acres were given to Scheduled Tribes under the Bhoodan movement. The actual scheme of settlement, however, does not sustain the expectations raised by these otherwise impressive figures.

#### *Inadequate settlement*

10. The field studies undertaken by the Research Unit of the Team covered 117 respondents (allottees) belonging to Scheduled Tribes and Scheduled Castes in the 6 States of Bihar, Madhya Pradesh, Madras, Orissa, Rajasthan and Uttar Pradesh. It came to light that 34.2 per cent of the respondents had received less than 1 acre, and 15.4 per cent between 1 to 2 acres. Thus almost 50 per cent of the settlers got less than 2 acres of land. Most of the respondents in Uttar Pradesh and Madras fall into these two groups. Rajasthan is the only notable exception wherein all the respondents have received more than 5 acres of land each. As for the quality of land, 73.5 per cent were allotted waste land, the rest 18.8 per cent, and 7.7 per cent got fallow and cultivable land respectively. It would thus appear that neither was the quality of land allotted adequate nor was the quantity sufficient even for bare maintenance.

11. It is recognised that some of these draw-backs arise from high pressure of population on land. Our study also reveals the

inadequacy of the financial material and technical assistance given to the allottees. In view of these factors, we recommend that:

(a) (i) *Settlement of tribals on land should be encouraged on a cooperative basis wherever circumstances permit and people are in favour.*

(ii) *Also where the land is insufficient but is available in a compact and contiguous stretch, cooperative cultivation be promoted subject to (i) above.*

(b) *The assistance given to the settlers should be adequate so as to enable the tribesmen to derive maximum benefit out of the allotted land.*

(c) *Subsidiary occupations should also be provided in order to supplement the earnings from land.*

#### *Land tenure*

12. Another equally important measure lies in protecting the land tenure of the tribal farmer. Several State Governments have recognised the need for special legislation to protect land rights of backward classes. Legislative measures have been taken in the States of Andhra, Assam, Bihar, Madhya Pradesh, Orissa, Rajasthan and West Bengal for the benefit of Scheduled Tribes. While these enactments have gone some way towards preventing alienation of tribal land, ingenious agents of exploitation have found loop-holes, so as to render the laws somewhat ineffective. In Midnapur District of West Bengal, for instance, it has been found necessary to reopen as many as 44,000 cases which claim protection under the Bengal Tenancy Act, 1917. So far as the title of Jhum land is concerned, the three Jhum Land Regulations promulgated in 1947-48 in NEFA have been found to be very effective\*. It is understood that these Regulations give the tribal population absolute right over their Jhum lands. Customary rights to Jhum land in favour of any village community which has cultivated or utilised it for a certain period are also guaranteed under the Regulations. It is, therefore, recommended that:—

*The utility of existing provisions for protecting the land rights of tribals should be re-examined by the States and measures taken to bring them in line with the needs of the situation prevailing today. This could perhaps be done by the same committee suggested to examine measures to end exploitation.*

#### *Soil conservation*

13. The two main draw-backs of the existing soil conservation schemes are as follows:

(i) When the Government undertakes these measures entirely at their cost, which is later sought to be recovered from the cultivators, the schemes are costly and the burden on the cultivator heavy. As against this there are schemes in which the Government extends only some technical assistance and the cost of the pucca works in-

\*Refer "A Philosophy for NEFA" (Second Edition) Dr. Verrier Elvin.

volved in the process. This scheme is much more economical but succeeds where the cultivators have enough preparedness and resources to meet the remaining cost. Usually a few farmers are inclined to borrow for this purpose.

(ii) In some places multi-purpose schemes are taken up in hand which include growing of cash crops such as coffee, cashewnut, spices and the like. Some of these cash crops act as good soil conservators and are also more paying but a word of caution may be given here in the matter of introducing cash crops. They are not successful everywhere. Each group requires a certain amount of rainfall, a certain kind of soil and other climatic and topographical features. The method of trying limited experiments before extending the successful crop is more economical and effective. It is, therefore, desirable that before any ambitious programme of extension is taken up, experiments are successfully carried out in different regions. Otherwise, the failure of these crops at a later date on vast areas may have serious repercussions. For instance it has been discovered, after a costly experiment, that cashewnut and pepper plants do not bear fruits in regions above an altitude of 1,000 ft. It is, therefore, recommended that:—

*(a) Subsidies should be given for soil conservation measures on individual and community holdings, the tribals' contribution being accepted in the form of labour.*

*(b) In respect of new land, schemes of settlement should be worked out first and conservation adopted on the principle stated above.*

*(c) Prohibition or regulation of cultivation on higher slopes should be linked with schemes for cultivation of cash crops which have proved successful in experiments.*

#### *Ancillary facilities*

14. Importance of undertaking minor irrigation schemes of all types has been realised but the progress under the scheme has not been as encouraging in tribal areas as it should be. Slow progress is partly due to the shortage of engineering personnel available to live and work in the tribal areas and partly due to the lack of perennial source of water near enough to cultivable land. It has been noticed that wherever allotted land has to be reclaimed and irrigated there is considerable lag between the allotment and measures for reclamation and irrigation. It, therefore, needs to be ensured that this time lag is removed and the allottees are themselves engaged on soil conservation and irrigation works with Government assistance as indicated above. Colonisation has been used as a major incentive to settle the tribals, particularly the nomadic ones or the shifting cultivators, permanently at one place. Sometimes the colony is built first and then the search begins for a suitable source of livelihood in the neighbourhood. It is recommended that:—

*(a) (i) This approach needs to be reversed. The tribal should be attracted to come and settle around places where gainful occupation is assured.*



(ii) *It would be better to provide suitable home-steads around the allotted land making sure that there is a perennial source of clean drinking water available at hand.*

### *Supply services*

15. As regards the provision of amenities in terms of credit, improved tools and implements, manures and fertilisers and seeds, the important thing is that they should be provided in sufficient measure and in time. It has been observed that many a time these supplies either go waste or yield poor results simply because either the supply is marginally inadequate or reaches the farmer a bit too late.

### *Promotive measures*

16. Among the more important methods for improving agriculture, we would like to stress the following points:—

On seeing a good number of demonstration farms in various parts of the country two broad inferences were clear. Firstly there was not enough research and experimentation being conducted on a regional level and secondly the results of whatever research was conducted were not being carried extensively to the farmers. Wherever these findings did reach the farmer, there was no machinery to follow up whether or not they were applied effectively. The desirability for research on a regional basis is self-evident. Conditions vary from area to area and the improved strains of seeds evolved for a particular region or certain practices valid for particular climatic and soil conditions are not necessarily applicable to other regions. So far as the application of results of research is concerned, the necessity of modifying the techniques and methods of extension so as to suit the tribal psychology cannot be over-emphasised. The Team recommends as follows:—

(a) *Research and experimental farms should be set up on a regional basis.*

(b) *Demonstration farms should be established locally within each block or in any other convenient regional unit so that improved methods of cultivation can be demonstrated under typical conditions prevailing therein.*

(c) *Some practices may have to be demonstrated actually on peoples' own holdings by moving parties or teams of extension workers.*

(d) *Individual cultivators should be selected, who, aided with equipment, seeds and technical guidance in improved agricultural practices, would undertake the application of research findings. Election of these individuals can be entrusted to the tribal communities or their representative bodies subject to fulfilment of certain requirements from the technical point of view.*

### *Scientific jhuming*

17. As for giving scientific base to jhuming cultivation, several methods have been recommended and tried in various places. One method is prevalent in the French and Belgian Ardenns. "Here the

greatest care is taken to preserve the vitality of the stools by cutting them so that they will pollard readily, and not spreading over them any of the stuff burned. When the crop is weeded or harvested all damage to the shoots that can be from the stools is carefully avoided so that after the cropping is over, they quickly shoot out branches and leaves and cover the soil, thus protect it until the next clearing is due". Another method is to sow suitable crops in the Jhums after the second year's harvest. The Wattle, *i.e.*, *Acacia molissima* is found to be very good for this purpose. It grows quickly and profusely and provides the much-needed nitrogen to the soil. The bark of this wattle has also high commercial value. There are, however, certain precautions necessary and, therefore, it should be introduced after a survey of the local soil.

18. *Experiments in NEFA*.—In the NEFA they have introduced the "half plot" method. In this method, the old ways of jhumming and the new are carried out side by side on two halves of the same plot. The idea is to provide organic matter to fertilise the soil, to introduce the appropriate crop rotation and to evolve a simple way of adding humus other than by forest-fallow. On the high slopes where shifting cultivation is to be altogether abandoned the cultivation of rubber, cashew-nuts, coffee, cardamum and black pepper, depending upon the soil and climate of each hill area, is done.

19. *Some precautions*.—At this stage some caution may be necessary in regard to one or two items. In the zeal to wean away the tribals from shifting cultivation, let them not be carried away from the cooperative method towards individualism. Jhumming is more suitable for this purpose. When this is replaced by permanent settlement, care should be taken to see that, with the help of tribal institutions, the cooperative approach is consolidated and built up. The second problem is with regard to the introduction of improved tools and implements. They should be such as can be repaired, if possible also manufactured locally and should be moderately priced so as to be within the easy reach of the tribal farmers and light enough for mountain cattle.

#### *Animal husbandry*

20. The importance of animal husbandry in the life of the Indian agricultural community is well known. Normally, this should be so in the life of tribal agriculturists as well. But because of the primitive methods of agriculture still followed by some of them, use of animal power in agriculture is a novelty for most of them. Further, some of their social-cum-religious practices of sacrificial killing of cattle are not conducive to the promotion of animal husbandry. Instances have come to our notice, where the cattle gifted to settling tribals did not survive long. This was partly because of their negligence in the proper care of the cattle and partly because the cattle was used for eating on ceremonial occasions or otherwise. There are only a few tribal communities, some of them nomadic, who have a liking for maintenance of cattle for dairy purposes. We recommend that:—

(a) (i) *Promotion of animal husbandry among tribal agriculturists should, therefore, proceed cautiously.*

(ii) *Those tribals who have a traditional love of cattle should be chosen to develop animal husbandry among them.*

(b) *A close supervision and guidance should be provided to enable them to take better care of cattle and to realise the importance of the use of animal power in agriculture.*

## **Forestry**

### *Weakening position of forest dwellers*

21. In his report on Bhaiyas and Juangs of Orissa, Dr. Elwin wrote in 1942 "Had these folk the wit and education to make regular claims at the time of early settlements they might today be legally settled in the possession of great estates on which they have lived for centuries". He has also quoted a Census Officer, who speaking about the tribal groups in Bombay State, in 1931, wrote: "The reactions of the forest laws on the hill and aboriginal tribes have been considerable. Previous to the creation of the forest department, hill tribes..... were generally the sole purveyors of the forest produce". In the light of these observations, it may be worthwhile to examine whether the policy adopted in NEFA cannot be extended with advantage to other parts of the country. It is conditioned by direct interests of the people and not by our desire to increase revenue by launching upon a policy of exploitation of forests.

### *Forest economy and tribal welfare*

22. As a matter of fact, there does not seem to be any dichotomy between the development of forest economy and the promotion of interests of forest dwellers. Development of forests, existing and new, should be the plank of forest economy. The afforestation measures should provide for growth of various categories of forests. In the existing position there are the forest reserves, the produce of which is zealously guarded and exploited by the forest department through contractors.

23. In this connection we have had an opportunity to acquaint ourselves with the functioning of Forest Cooperatives in Bombay State. There is no doubt that the scheme has proved eminently successful. Measures to introduce similar cooperatives elsewhere have been taken only in a few States, but not with equally encouraging results. It should not be difficult for the Bombay scheme to be adopted with such minor modifications as may be necessary. We therefore, recommend that:—

(a) (i) *Forest Department should, as far as possible, employ only tribals in the forests in tribal areas; suitable training may be given to employ them in higher grades.*

(ii) *Further, steps should also be taken to introduce a system of guided management, whereby the tribals or their representative bodies, will be progressively associated in the management and exploitation of these forests.*

(b) (i) *Village forests for domestic use should be carved out and placed under the management of tribal village councils.*

(ii) In addition, the entire revenue from these village forests should be given to these councils to be used for the development of their villages.

(c) (i) Vigorous measures should be taken up for afforestation in the appropriate seasons during the year. Some of the operations should be carried out in the lean months so as to provide gainful employment to tribal cultivators who may then be idle.

(ii) Their wages should be paid partly in food and the balance in cash.

(d) (i) Commercial exploitation, of forests should be entrusted to forest labour cooperatives rather than to contractors, the Bombay scheme being adopted with such modifications as may be necessary and operation profits to be utilised for tribal welfare.

(ii) Societies may either be sponsored by the official or non-official organisations and coordinated by the State Governments themselves.

(iii) Cooperatives on the same lines should be set up to exploit minor forest products.

(e) No deposits should be demanded from these cooperative societies; pledging of timber or whatever be the forest produce should be considered as an adequate surety.

(f) In most cases substantial loans will have to be advanced for the cooperatives to launch the initial exploitation of forest coupes on a profitable scale.

(g) Transport and marketing facilities should also be provided for these cooperative societies.

In other words, a progressive forest policy which would rehabilitate the tribals in the forests and enable them to better sustenance from it should be adopted. Incidentally, in this process the national forest wealth will also be substantially augmented.

## **Communications**

### **Importance of communications**

24. Development of communications in tribal areas has always been considered as a necessary pre-requisite for their economic development. The tribal communities living in the inaccessible areas have to go to distant shandies over difficult paths carrying the commodities for sale as head-loads or on pack-animals, ponies or mules. This imposes a very severe limitation on the trade and commerce between the tribal area and the outside world. The provision made for this purpose in the Plan is some index of the emphasis laid on the scheme. A provision of Rs. 9.18 crores approximately has been made in the Second Five Year Plan for the construction of fair weather roads, jeepable roads, village-approach roads, bridle paths, cause-way bridges, culverts and raparts in tribal areas. In addition, a total sum of Rs. 1.72 crores has been provided for communications in the schematic budget of the special multi-purpose blocks, at the rate of Rs. 4 lakhs per block. As a result of the increased tempo of economic activity, the pace of development of communications has been steadily rising.

### *Common difficulties*

25. State Governments usually experience considerable difficulty in the construction of these roads, according to schedule, on account of the lack of technically competent executing agency. The State Public Works Department is very often unable to undertake this programme due to, what they claim, the inadequacy of staff. In this connection, the practice adopted in NEFA seems worth emulating elsewhere as well. There, every village is given a number of miles of road to be constructed together with an allotment of Rs. 2,000 per mile. The panchayats and other village institutions are entrusted with this responsibility instead of waiting for the contractors who cannot get suitable skilled labour either locally or even from outside within the rates of payments stipulated. The local people can mostly provide the unskilled labour and that too outside the agricultural season. It may be necessary to train some of them to make up for the imported skilled labour.

### *Division of funds undesirable*

26. Recently, Madhya Pradesh State Government discussed this problem with the Ministry of Home Affairs and it was decided that such pending schemes may be converted into schemes for the construction of first class roads and bridges which may be taken up within the very same provision adhering to the standard specifications of the Public Works Department. This decision is of doubtful utility because of the fact that the cost of construction of a first-class road is nearly Rs. 2 lakhs per mile whereas that of constructing a jeepable road is hardly Rs. 20,000 per mile, thus reducing the net road mileage that would be available.

27. It may not be correct to divert the provision for development of communications in backward areas for the construction of first-class roads, the cost of which should legitimately be met from the provision for the normal road programme in the States.

28. Longer mileage or wider net-work of bridle paths and jeepable roads will help in developing tribal economy more than the construction of one or two first-class roads. In fact even the engineering personnel for executing development programmes in tribal areas should be on loan or made available by the Public Works Department. The meagre provision for communications in tribal areas should not be reduced by having to provide for the pay and allowances of the engineering staff. The Madhya Pradesh State Government is further considering the possibilities of establishing a self-contained engineering division for the execution of construction works in the tribal areas.

### *Roads in tribal areas*

29. Every road which facilitates the extension of educational and health services to tribal areas can also bring the exploiters more easily and surely into the tribal areas. They entrench themselves firmly and do all the damage they can to tribal economy before a welfare service or a protective administrative agency reaches there. This important programme has, therefore, to proceed somewhat cautiously. It should be accompanied by certain safeguards.

### *Shortfalls*

30. As for the provision for communications in the multi-purpose blocks, field studies of the Team reveal that the progress of expen-

diture accounts only for 33·2 per cent of the Plan provision. While in some blocks like Rongkhong (Assam) and Pondi-Uprora (Madhya Pradesh) only 0·2 per cent and 2·3 per cent provision respectively could be used, the performance in the blocks like Santrampur (Bombay), Borio (Bihar) and Barauni (Orissa), which have spent 100 per cent and 97·4 per cent of the provision respectively, has been remarkably good. In view of this performance, as also on other grounds, it is proposed that the budget provision for communications in the multi-purpose blocks and in the tribal welfare departments should be in addition to the share that is due to the tribal areas in the normal provision for development of roads. We recommend that:—

(a) *The extension of communications in tribal areas should be directly linked up with the implementation of development plans in the area so as to minimise the dangers of exploitation.*

(b) *All the main tribal and scheduled areas not yet opened up should be served at least by one motorable road useable throughout the year so that the produce of the area can find ready market without the help of intermediaries. An area equivalent to that of a special multi-purpose block, namely, 200 sq. miles, should constitute the unit in regard to the construction of such main roads.*

(c) *The cost of inter-district roads and state highways should be debited not to the provision for development of communications in tribal areas but to the general budget for development of roads.*

(d) *The main roads should be connected with the feeder roads which bring the outlying areas effectively into contact with the outside world. It will be enough if these cart tracks serve the normal purpose of commerce. In some cases, e.g., in hilly areas, even bridge tracks will suffice.*

(e) *Labour cooperatives may be sponsored in the tribal areas and may be given preference over the contractors.*

(f) *Necessary technical assistance should be made available to them.*

### **Special Multi-purpose Blocks**

#### *Composite scheme*

31. The launching of special multi-purpose blocks in scheduled and tribal areas in April, 1957, was a welcome departure from the piece-meal approach towards tribal development. The new scheme embodies a community approach in which various aspects of welfare and development of tribal communities are integrated into a composite scheme. This was the result of an agreement between the Ministries of Home Affairs and Community Development. These blocks were intended to be somewhat different from an ordinary community development block in several respects.

32. Most of the 43 blocks which have been opened under this scheme are located in scheduled areas but some of them are known to have been located in other than scheduled areas.

33. Article 244 of the Constitution provides that certain areas in the country should be treated as Scheduled Areas. This is not only for "raising level of administration" (Article 275) but also for the development of the region and the people inhabiting it. The scheme of special multi-purpose blocks is in accordance with this principle. The same principle needs to be extended to other areas which are predominantly tribal whether scheduled or otherwise. Hence, we recommend that:—

*The concept of the development of region along with the welfare of the community should be further extended to all areas which are inhabited by tribal people. This may be done without reference to the formality of placing the area on the schedule*

34. In view of the sparse population and difficult communication in tribal areas the average coverage was reduced to 40 villages with a population of approximately 25,000 persons spread over an area of 200 sq. miles. In the ordinary community development block the number of villages is supposed to be 100 with a population of 66,000. The budget provided for each special multi-purpose block is larger. A total provision of Rs. 27 lakhs for each block comprises a contribution of Rs. 15 lakhs from the Ministry of Home Affairs and a sum of Rs. 12 lakhs from the Ministry of Community Development. These blocks were also planned to be different from the ordinary community development blocks in regard to the emphasis in the programme content and in the approach, both suitably oriented towards tribal needs. For this purpose, it was stipulated that the administrative and extension staff in the special multi-purpose blocks should be specially trained to acquire an understanding of and regard for the tribal ways of life. It is found that this understanding is usually lacking.

#### **Deviations**

35. From the reports received by the Commissioner for Scheduled Castes and Scheduled Tribes, it is found that many of these expectations have largely remained unfulfilled. The coverage, for instance, in actual practice, works out, on an average, to 194 villages representing a population of 39,250 spread over an area of 477 sq. miles. As against an original basis of Rs. 104 of per capita outlay, it has come down to Rs. 69 per capita on account of the increased coverage. This question was reviewed at the Development Commissioners' Conference at Mount Abu in 1958 and it has been recommended that the State Governments should examine whether the coverage in each special multi-purpose block can be reasonably reduced.

36. Since it may not be possible and, in fact, even desirable to reduce the coverage in the blocks which are already in operation, it is suggested that the practice of giving a proportionately higher budget as in the case of some of the ordinary community development blocks should be adopted. There are instances of community development blocks being recognised as equivalent to  $1\frac{1}{2}$  times or double the size of an ordinary development block and as such the size of the budget has been correspondingly increased.

### *Tribal bias*

37. In fact it would appear that on account of their success elsewhere, the development staff seem to have developed the feeling of certainty that the same methods of approach and extension would work with the tribal community. It is only after working in a tribal area for some time that the Block Development Officer and other extension officers realise that it is not a mere question of spending a little extra money or of giving certain facilities. For instance improvement of agriculture in tribal areas is not a simple and direct process. Their practice of jhuming cultivation is something more than a mere agricultural practice. Certain superstitions and cultural-cum-religious practices are deeply associated with the practice. Unless, through a process of winning their confidence and of reorientating their psychology, no tribal would take to scientific jhuming. In the matter of education, the problems of medium of instruction, the content of text books and of the relation of their education to the tribal life are all matters which require a special orientation not only to the tribal life in general but to the specific customs and traditions of the particular tribe. The same thing holds good about the programmes of social education. The place of traditional tribal institutions in their life and the new process of development have also to be taken into account, without which no development can take place in tribal areas either by official decree or by surfeit of funds.

### *Schematic budget*

38. Reference may be made here to the pattern of financial provision in the schematic budget of a multi-purpose block. As has already been pointed out under priorities, the scheme of budget allocations in the special multi-purpose block does not fit in with the programme requirement which is variable under diverse local conditions. The only redeeming feature is that the State Governments have been empowered to transfer funds from one head to another within the same block in any manner they consider necessary in accordance with the local requirements. The field studies of the Team do not, however, reveal that these powers have been used freely or appropriately by the State Governments. The schematic budget, more or less, sets a pattern which tends to be rigid. This results in lopsided expenditure. For instance, the expenditure under the item 'block headquarters' is the highest, namely 38.7 per cent. Agriculture and animal husbandry occupy the fifth place, the overall average being 33.3 per cent. Irrigation, reclamation of land and soil conservation take the last but one position in the progress of expenditure.

39. It would not be safe to assume that the amount of expenditure is in direct proportion to the degree of the felt needs. This is so, because in spite of the need, there have been many administrative and organisational difficulties which have stood in the way of more satisfactory performance. In another field study conducted by the Research Unit of the Team, agriculture, education and public health have rated very high in the scale of preference of the villagers in the block areas. In terms of utilisation of these services also the same holds true. Educational services have been utilised by 59.2 per cent, public health by 57.6 per cent and agriculture by 50 per cent. Rural housing and rural arts and crafts take the lowest place, that is



2.9 per cent and 0.36 per cent in the order of utilisation. We recommend that:—

*The State Governments should exercise more freely the authority of varying the schematic budgets in keeping with the general priorities recommended by the Team in an earlier section and more particularly in conformity with the felt needs of the local community.*

#### *Some practical problems*

40. Other difficulties have also come to notice. Communications with and within special multi-purpose blocks are poor and living conditions least attractive. In fact, in a good number of cases, buildings for block officers and staff quarters remain un-built for many long months after the opening of the block. Wherever local designs have been allotted and local labour associated with the construction work, an atmosphere of good-will and friendliness between the tribal population and the block administration has developed. It has been also difficult to get the right type of personnel, particularly, on the technical side, to live and work in the special multi-purpose block areas. Where some staff is somehow brought together long after the formal opening of the blocks, very few stay on to see the programme through. The result, in most cases, is that the block does not get a good start nor does it acquire its full momentum at any stage. We recommend that:—

(a) (i) *There should be an initial period of pre-planning, say of six months, which should not be deducted from the block period though the cost may have to be debited to the block budget.*

(ii) *This period should be utilised for selection and posting of staff, mobilisation of resources, procurement of equipment and construction of buildings so that the work can start on the opening day itself.*

(iii) *This planning should be carried out by a skeleton staff headed by the Block Officer designate.*

(b) (i) *For speedy construction of buildings, local styles and designs may be suitably adopted keeping in view the requirements of public health and utility.*

(ii) *To stimulate initiative in this direction a prize may be awarded to the block which may construct the best buildings on the basis of adopted local patterns.*

(c) (i) *In the selection of staff, services of suitable tribal candidates should be utilised to the maximum possible extent. The authority to relax educational qualifications should be exercised in the case of tribal candidates at least for the next few years. It is needless to add that wherever choice is available preference should be given to the tribal candidates.*

(ii) *In either case, special training must be given to the staff to be posted in the special multi-purpose blocks. To the non-tribal candidates at least one local dialect should also be taught during the period of training.*

(iii) *In view of the living conditions in tribal areas, there should be extra allowances, e.g., 25 per cent of the salary in respect of the Block Development Officer and other extension officers and higher allowances upto 50 per cent of the salary in respect of Village Level Workers and other lower staff.*

#### **Economic benefits for tribals**

41. Another notable shortcoming of the special multi-purpose block is the lack of sufficient progress in the implementation of economic schemes. The emphasis so far has been on the supply services which by themselves are unable to produce any worthwhile results. It is also noted that among the beneficiaries, the tribals are not always in majority. In fact, in locating the block, it should be ensured that the area has a majority of tribal population and further that the services reach them in due proportion. For instance, the Mahuadar Block\*, Bihar has a tribal population of 2,334 only out of a total population of 27,000. In another block, viz., Natrahatta block of the same State, according to the latest information available in the Commissioner's Office, the tribal population is reported to be 3,522 out of a total population of 24,120.

#### **Coordination with Welfare Department**

42. Since the multi-purpose block scheme is considered to be an extension of the community development scheme, the implementing authority in the States has been vested in the Community Development Department. The Tribal Welfare Departments have little or no say either in the planning or in the execution of this scheme. The Annual Conference on Community Development held at Mount Abu, 1958 has recommended that a Joint Director should be appointed in the Directorate of Tribal Welfare in order to coordinate the work between the two departments and particularly to advise the Community Development Department in regard to the special problem of tribals. We recommend that:—

*A representative of the department dealing with tribal welfare should serve as a member on the block committee. Since the Tribal Welfare Department is responsible for the welfare of tribal communities in the block areas before and after the intensive stage, it is necessary that the Tribal Welfare Department should be actively associated with the preparation of block plans and with the subsequent implementation.*

#### **Advance planning**

43. In spite of the shortcomings the multi-purpose block scheme still remains the best possible approach towards tribal welfare and development. We recommend that:—

*(a) It would be desirable to extend these blocks to all areas predominantly inhabited by the tribal communities. An overall survey of the future requirements in terms of personnel, equipment and other resources should be undertaken in advance so as to use the pre-planning period recommended above for mobilisation of public cooperation.*

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\* *Vide* page 93, para 92 of the Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1957-58

(b) *The programme of opening new special multi-purpose blocks should be suitably incorporated in the phased schedule of covering the entire country by 1963.*

On the subject of public cooperation and people's contribution, the recommendation made earlier should hold good in regard to the multi-purpose blocks as well.

## **Education**

### *Record of progress*

44. The total expenditure incurred by the Central and State Governments for education of all backward classes during the First Five Year Plan period was Rs. 13·8 crores. The Second Five Year Plan has a provision of Rs. 32·3 crores for the educational advancement of these classes. This forms about 35 per cent of the total provision for backward classes. It may be noted that education has received the highest priority in terms of provision both in the First as well as in the Second Plans. During the First Plan a sum of Rs. 3·38 crores was spent on tribal education. In the Second Plan the amount of Rs. 10·76 crores has been provided. While these figures would indicate an impressive record of progress, the impression is not sustained in the examination of the implementation of the scheme. To take a small index of the number of tribal students enrolled in Bihar and West Bengal, the report of the Commissioner for Scheduled Castes and Scheduled Tribes quotes the following figures:

The net percentage increase in the number of enrolment of Scheduled Tribe students in Bihar over the period 1951-52 to 1956-57 is only 37. The following year registered an additional advance by 8·1 per cent. In West Bengal, compared to the percentage increase of 7·5 in the number of enrolments of all backward class students, the increase in the case of Scheduled Tribes was 4·0 per cent. The 1957-58 report of the Commissioner for Scheduled Castes and Scheduled Tribes quotes only these figures. It is not shown whether these figures relate to all Scheduled Tribe students or only to those studying in schools meant exclusively for tribal students. Statistics for other States are not available. It may not, therefore, be possible to conclude with any measure of certainty whether or not educational schemes have progressed satisfactorily. It does not, however, seem to be commensurate with either the provision or the expenditure

### *Pattern of education*

45. The main question is about the pattern of education. Have we been able to evolve a pattern of education, which, on the one hand, will not create a wide gulf between the educated tribals and their own way of life and, on the other, provide an adequate basis for further social and economic advancement of the tribal communities? Our studies reveal that two altogether different patterns exist in the country. In some States it is an exclusive pattern for tribals with separate schools on the Ashram pattern, a different syllabus and a separate system of examination. It is claimed that an attempt was made in these Ashram schools to provide education suited to the tribal ways of life. The other pattern is more similar to the general system of

education prevalent in the country. The emphasis is on a literary type of education altogether unconnected with the texture of tribal life. In some States one finds an ineffective combination of the two patterns. The schools are located in tribal areas. They have an Ashram-like atmosphere but the courses offered are the same as in other general schools. The examinations are also common. Provision of instruction in one or two crafts such as spinning and weaving and a little practice on the attached farms no doubt form a part of the routine in the schools. But they are not included as subjects for examinations. The arrangements made for instruction in these crafts and agriculture are very often far from satisfactory and the standard of proficiency attained by students is not adequate enough for them to take to their indigenous vocations with any better competence. There are instances which carry this inadequacy to the other extreme. More than half the time is spent on craft education leaving little or no time for general education. Apart from the fact that these students remain weak in general subjects, their proficiency in the craft is not of a very high standard either. Little, if any, use is made of the skills acquired in the occupational life of a living school.

#### *Basic system*

46. In a few other States the tribal education at primary and secondary levels is based on the Basic pattern. The thorough-going protagonists of the Basic system of education are, however, not satisfied with these so-called Basic schools. According to them, these schools are 'Basic' only in so far as they are declared as such and that there is some craft equipment provided on the school premises. We recommend that:—

*The general pattern of education prevalent in the country should be extended to tribals so as to evolve one common pattern of education in the country. Assuming that at the primary and upper primary stages a genuine basic system would prevail, there would be enough scope for choice of agriculture and other related tribal crafts in the schools in tribal areas.*

Further, these subjects should form the main substratum of education in the schools located in tribal areas and should not remain as mere appendage to a pattern of education divorced from tribal life. The standard of education that a tribal student should attain at the conclusion of the upper primary stage should be such as to equip him for the tribal occupations, in case it is necessary for him to discontinue at that stage. At the same time, there should be sufficient basis provided in the syllabus upto the upper primary stage so that if a tribal student is willing and able to continue his studies further he should find it easy to do so. We recommend that:—

*In other words the principle of bifurcation which has been recognised for all students is equally necessary in tribal education. This would ensure that tribal students who discontinue at a lower stage are not alienated from their own cultural milieu.*

### *Administrative responsibility*

47. Incidentally, it may be mentioned here, that in the light of the recommendation for setting up unified departments of welfare at the State level which would largely function as co-ordinating departments, education of tribal children should be primarily dealt with in the Education Departments of the State Governments. They would have the necessary specialists in various aspects of education such as preparation of text books and drawing up of syllabus. But they would collaborate with the representatives of the department dealing with tribal welfare so as to make sure that their interests are properly looked after in any plan that the education department may formulate.

### *Media of Instruction*

48. The question of choosing a suitable medium or media of education in the schools located in tribal areas has proved somewhat difficult and delicate. It is found that the ignorance of tribal dialect on the part of teachers only helps widen the gulf between the schools and the tribal life. The teacher-pupil relationship starts with each other in a common language. In some areas it was found that the regional language is the general medium. Where the regional language has permeated the tribal areas or where tribal communities have picked up the regional language in the process of acculturation, the students do not find it difficult to start their education in the regional language. But where this is not so either the tribal child does not go to school or he starts late after acquiring some familiarity with the regional language.

49. The question of providing an appropriate script for at least the major tribal dialects has also engaged the attention of State Governments. We recommend that:—

(a) (i) *The accepted principle of imparting instruction at the primary level in the mother-tongue of the child should be extended to tribal children as well.*

(ii) *Wherever there are minor variations in the local dialects of different tribal communities residing in contiguous tribal areas, the main tribal language should be chosen as the medium of instruction at the primary level.*

(iii) *In areas where the regional language has been adopted by the tribals, the same may be adopted as the medium of instruction. Regional and national languages should be introduced at the secondary stage.*

(b) (i) *As for the script, the Devnagri script should, as far as possible, be introduced except in areas where the prevailing script of the regional language is more easily adaptable and acceptable.*

(ii) *Regional and national languages should be introduced at the secondary stage.*

### *Mother tongue*

50. The present position is that the Bihar Government have decided to impart primary education to tribal students in the mother

tongue; Hindi being introduced from the 6th year onwards. In the autonomous districts of Assam, except in Mikir Hills and in the States of Madhya Pradesh, Bombay, Madras, Mysore, Kerala, West Bengal and Andhra Pradesh and in the Union Territories of Manipur, Tripura and N.E.F.A., primary education is imparted in the respective tribal languages.

### *Special text books*

51. The former State of Hyderabad and lately Bihar and Orissa have made a beginning in the preparation of special text books for tribal children. In most other cases the books prescribed in the schools in tribal areas have no material bearing on tribal life. It is understood, however, that committees are being set up for selection or writing of appropriate text books. We recommend that:—

(a) (i) *The text books in primary schools in tribal areas may have to be based largely on reading material related to tribal life without substantially deviating from the general outline of the common syllabus for all primary schools.*

(ii) *From the secondary stage onwards, however, there should be common text books based on the integrated pattern of education. They should include material derived from both tribal as well as non-tribal sources. Lessons on national heroes, festivals, places of historical interest and the like should also include selections from tribal life and conditions.*

### *Teachers*

52. Then there is the problem of teachers. The difficulty is to get a combination of sufficiently educated persons from tribal stock who should also be trained teachers. The non-tribals, whether trained or untrained, are reluctant to go into the tribal areas and the candidates, having qualifications as mentioned above are not available in sufficient numbers. This results in untrained non-tribal persons reluctantly occupying teaching positions in schools in tribal areas till they find something better. This hampers the progress and detracts from the efficiency of education among tribals very considerably. One of the main reasons for lack of progress in girls' education is the shortage of women teachers in the tribal schools. We recommend that:—

(a) *It is necessary that early surveys should be carried out to assess the number and standards of the teachers required in tribal areas. This assessment should take into consideration the probable requirements in the Third Five Year Plan.*

(b) *Based on the results of such surveys, a regular scheme of education and training of tribal teachers should be undertaken.*

(c) *If sufficient number of suitably educated tribals are not available, the required number may be made good by recruiting non-tribals who may show evidence of an aptitude for working among the tribal communities. Their training should include proficiency in at least one of the tribal languages and a sympathetic understanding of their customs and traditions.*

(d) (i) Similarly, an adequate number of women should be recruited and trained to serve as school teachers in tribal areas so that there is at least one woman teacher in every tribal school by the end of the Third Five Year Plan.

(ii) It is obvious that the terms and conditions of the teachers serving in tribal areas should be made more attractive so as to draw most suitable candidates.

### **School hours and vacations**

53. It has been observed that the strength of students in various courses in the school depends considerably upon the timing of school hours and sessions. For example, in Bihar the mere change of the session from January to July resulted in an alarming decrease in admissions. Long duration of school hours is another limiting factor in the attendance of students particularly at the primary and upper primary stages. Even the mere extension of the school hours causes boredom and fatigue among the students. We recommend that:—

*The school hours, as also the holidays and vacations, in the tribal areas should be so adjusted as to synchronise with their occupational seasons and social festivities.*

### **Medical and Public Health**

54. Ordinarily one would be inclined to assume that the tribesmen have excellent health on account of open air life they lead. The facts, however, indicate to the contrary. A closer study also reveals the reasons for widespread ill-health among the tribals. Lack of regular supply of unpolluted drinking water is responsible for many intestinal diseases among them. Secondly, the fact that some of them have to subsist on mere wild roots and tubers during some parts of the year definitely causes undernutrition, if not malnutrition. Consequently, their resistance to disease is considerably lowered and they are vulnerable to the attack of diseases. Some of the common major diseases prevalent among the tribes are hookworm, and guinea worm in Rajasthan, leprosy in parts of Bombay, Madhya Pradesh and in large tracts of Bihar, Orissa and Assam, venereal diseases among the Todas in the Nilgiris, malaria and filaria in Bihar, Orissa and West Bengal and yaws in parts of Orissa, Andhra Pradesh and Bihar. These facts have been well-recognised in the formulation of Plans and are amply borne out by the provisions made for medical and public health services in the tribal areas.

55. In the First Five Year Plan, for instance, Rs. 1.54 crores were provided for the purpose. The record of physical targets achieved during the First Plan period indicates that as many as 101 allopathic dispensaries and 23 ayurvedic dispensaries have been opened and are being maintained. As for the special diseases it is noted that 10 leprosy centres, 7 malaria centres and 6 venereal diseases centres have been started. In addition, 13 maternity centres, 27 health units, 13 medical centres and 4 mobile units have been established. Grants have been given to about 268 existing dispensaries and over 18,000 wells were constructed or repaired to ensure supply of clean water. In the Second Five Year Plan the provision is of the order of about

**Rs. 5 crores.** During the first two years of the Plan, that is, upto the end of 1957-58, 456 dispensaries, 106 medical centres, 71 mobile dispensaries, 77 health units, 52 maternity centres and 8 leprosy centres are reported to have come into existence. The number of wells constructed and repaired during the first 2 years of the Second Plan is more than 33,000. Considering the extent of the problem and the deeprooted chronic nature of some of the diseases, the performance cannot be regarded as very satisfactory.

56. In our judgement the major needs of Scheduled Tribes in the field of public health can be enumerated in the following order of priority:—

- (i) Drinking water facilities;
- (ii) eradication of major diseases, such as leprosy, yaws and malaria;
- (iii) normal medical facilities; and
- (iv) maternity and child welfare.

The lack of perennial and protected water supply causes both hardship and diseases. Barring a few tribal areas, the experience in most other areas is that the tribals have to walk 2 to 4 miles to get their supply of drinking water. This difficulty is naturally more acute in the summer months. The tribals acquire many water-borne diseases, as mentioned above. The practice of bathing, washing of clothes and of animals in the same stagnant pools of water or use of step-wells in a similar indiscriminate manner are some of the contributory reasons for acquiring water-borne diseases.

#### *Major diseases*

57. As regards the high incidence of painful, prolonged and fatal diseases, such as leprosy, yaws and malaria, the recent efforts made by the Government, in cooperation with international agencies, indicate how intensive and sustained campaigns can bring down their incidence to a minimum, if not eliminate them altogether. As compared to such campaigns, efforts made in other places appear feeble and halting.

#### *Normal medical aid*

58. As for the normal medical aid, except where surgical aid is required or in cases of prolonged and serious illness, the tribals are not generally inclined to appreciate the advantage of the modern system of medicine. Even now good many tribal countries prefer to depend upon their own indigenous medicines and on herbal treatment. An element of sorcery also persists in certain areas. While experience and opinion on the efficiency of sorcery may differ, it is admitted that some of the herbal medicines are tested and tried remedies which are available to them at little or no cost.

#### *Maternity services*

59. It is observed that services for maternity and infant health have not been very successful, particularly due to two factors. Firstly, the age-old practice of superstition makes it difficult for a trained modern midwife to make her acceptable to the tribal woman. Secondly, the living conditions in tribal areas are so difficult that health personnel are reluctant to live and work there.



### Health campaign

60. In view of these findings the following measures need to be undertaken as composite schemes with high-powered drive till definite impact is made on the situation. We recommend that:—

(a) (i) There should be at least one reliable drinking water well or any other source in each village.

(ii) In hills special provision should be made for tapping perennial sources with pipe connections or even with bamboos, or carved out hollowed trunks of palm trees.

(b) (i) All-out efforts should be made to eradicate major diseases in cooperation with appropriate international and United Nations agencies.

(ii) An extensive net-work of indoor hospitals and sanatoria with a much wider net-work of outdoor centres should be organised. The latter should organise campaigns for prevention and early detection of the major diseases while the former may offer timely and effective indoor treatment.

61. It must be understood that in regard to tribal health it is not a question merely of providing certain medical services but of a programme of health education to make them aware of the causes and effects of the common diseases. In the case of certain more backward tribes, it is necessary to impress upon them the necessity of taking the full course of treatment as in the case of yaws, venereal diseases, etc. very often they discontinue the treatment as soon as external symptoms disappear. This causes the relapse and wastage of efforts. We recommend that:—

(a) A far-reaching follow-up service, with carefully-kept case records, is necessary to supplement a programme of medical and public health in tribal areas.

(b) As for normal medical aid, dispensaries, mobile health vans and in areas, where motor vans cannot reach, peripatetic health squads should be provided.

(c) Considering that the tribal preference is for herbal medicines, because they are cheap and dependable, an effort should be made to carry out systematic researches into the ingredients of medical herbs instead of rejecting them outright. Their efficacy should be tested and a measure of standardisation should be introduced and the acquired knowledge may be embodied in a kind of indigenous pharmacopoeia.

(d) Knowing the resistance of tribal women to outsiders, the local dais should be provided with training, and the necessary kit, to continue to practise in their own areas.

(e) A certain measure of resistance is known to have come forth from the local dais for any regular training; it is hoped, however, that with a programme of health education they will be persuaded to do so in course of time.

(f) *Lastly, it cannot be over-emphasised that terms and conditions of working and living in tribal areas should be made attractive enough to draw suitably qualified health personnel to settle and serve in tribal areas.*

With the opening of the ordinary and the multi-purpose blocks, these difficulties are, to a great extent, being overcome. It is no longer the case of a lone doctor or mid-wife being sent to a remote tribal area. With the block, a whole band of officers and assistants moves into a tribal area where, under the block programme, they are provided the minimum necessary amenities and some company of like interests is provided to such officers living and working together.

### **Housing for Tribals**

62. As has been observed earlier, housing for tribals need not receive a high priority in the schemes for tribal development. We envisage only three situations in which housing will have to be provided for tribals. These are as follows:

- (a) Those carrying on jhumming cultivation when allotted land for permanent settlement;
- (b) when nomadic tribes have to be settled permanently at a particular place; and
- (c) those who have been deprived of their house-sites, houses and land on account of the construction of dams, industrial plants or other development projects.

Schemes for housing the tribals as implemented in some of the States do not seem to have been successful in their object of settling the tribals. There are instances of colonies habitable but lying unoccupied e.g. in Biganpandar in Keonjhar District, Orissa. There are also colonies which have been deserted wholly or partly after the initial occupation. Again, there are colonies in which the houses have begun to fall either because they were very poorly constructed or because of negligence e.g. Adarshnagar and Sundarnagar colonies in the Banswara District, Rajasthan.

63. Some of the more important causes for this failure may be enumerated as follows:

- (a) Faulty location of colonies and construction of houses and inadequacy of minimum necessary facilities provided therein. A detailed analysis of some of these inadequacies has been made as a result of the studies carried out by the Team and are reported in greater detail in Volume II of this Report.
- (b) Houses are built in continuation with common walls. While this results in some economy, tribals are not used to living in such contiguity.
- (c) Even when the land allotted to tribals is scattered within a wide area, houses are built for them in one colony.

- (d) Most often the tribals are not associated with the planning and construction of colonies. They are usually asked to inhabit the colony when the construction is completed.
- (e) There is no official or welfare worker residing on the spot in order to attend to their difficulties and problems which are likely to arise in the case of tribals for whom colonisation is the first experience of settled existence.

*We accordingly recommend that:--*

(a) (i) *The schemes for tribal housing should be governed by the conditions stipulated in para 62.*

(ii) *Once it is decided to offer housing facilities to a particular group, they or their representatives should be closely associated in the planning and construction of houses.*

(b) (i) *The design and pattern of housing should, as far as possible, closely approximate to their natural habitats with only certain minimum standards consistent with the requirements of public health and hygiene.*

(ii) *While introducing diversions from the natural tribal pattern the essential features of the original habitat which give them adequate protection against the climate and the geographical factors should be ensured.*

(c) *Construction should be undertaken through tribals themselves either individually or through labour cooperatives with the necessary technical assistance provided by the concerned department.*

(d) *Some standing arrangement should be made to see that the colony develops into a regular neighbourhood and the tribals should be educated to maintain the colony in a condition fit for their habitation.*

### **Central and State Institutes of Tribal Welfare**

64. Before concluding this chapter a reference may be made to a subject which has a bearing on most of the following chapters. Central and State Governments have recognised the importance of research on tribal life. On the recommendation of the Commissioner for Scheduled Castes and Scheduled Tribes, several research institutes have been set up in the States underlining the importance of applied research in continuously improving the administration and development in tribal areas. We regard the nature and scope of the existing research schemes somewhat inadequate. Co-operation between the tribal welfare departments and the research institutes should be closer and more purposeful than at present. In the first place, the administrative departments must realise that the research institutes are not mere instruments for collection of information but scientific bodies, the findings of which should serve as the basis for formulation of plans, review of policies and revision of programmes in the field. They should, therefore, make it, for detailed

investigation, a standing practice to refer to the institutes problems which administrators and social workers come across in the field. The institutes, on the other hand, must endeavour to deserve this confidence. For this purpose they have to shift the emphasis from academic to applied research. In doing so, it should also be realised that anthropology is not the only social science which has a contribution to make towards tribal welfare or development. Today the life of tribal extends over a wide range—from forestry to large-scale industries; and in any total effect for their welfare and development, psychologists, anthropologists, sociologists, economists, social workers, welfare administrators have all some valuable contribution to make. In other words research institutes must be more broad-based and should draw upon various scientific disciplines which have a bearing on tribal development and welfare.

65. The institutes which are functioning in the States are generally handicapped by insufficiency of funds and staff. They are also not independent to express their views on the application of research findings in the process of planning and evaluation of actual work. While the importance of local studies by regional institutes cannot be denied, there seems to be a great need for collaboration and co-ordination of research at the all-India level. While the State Governments are the implementing bodies for tribal welfare schemes, the Central Government is charged with the responsibility of formulating the over-all policy. If research has to have a bearing on the national policy, then co-ordination at the Central level is very essential. The Team recommends that:—

*I. The tribal research institutes in the States should be re-organised so as to cover the following functions:—*

*(i) To prepare monographs on the major tribes with as comprehensive a documentation of facts as possible. This should be accompanied by a study of the tribal linguistics and authoritative glossary of the tribals in the State;*

*(ii) to study, test and adopt for application in the tribal areas, ideas and methods which may be considered useful, in the local setting;*

*(iii) to disseminate the results of observation, experimentation and evaluation through publication of reports, brochures and other literature;*

*(iv) to conduct short-term training courses for welfare workers and administrators in tribal areas. In doing so it must be ensured that the institutes are appropriately staffed to undertake this additional function; and*

*(v) to carry out such other functions as would help in the review of policies and programmes for tribal welfare so as to be increasingly effective in the context of regional conditions.*

II. (a) *A Central Institute of Tribal Welfare, on the lines discussed above, should be established.*

(b) *The Central Institute will have the following functions:—*

(i) *to co-ordinate research on an all-India basis;*

(ii) *to make studies of special problems which extend beyond the jurisdiction of any one State;*

(iii) *to pool ideas and to disseminate them among the State Governments and other authorities charged with the implementation of tribal development and welfare; and*

(iv) *to provide expert advice and guidance.*

(c) *The Director should be assisted by suitably qualified research staff to cover each major branch of tribal welfare, e.g., education, social organisation, economic development, etc.*

(d) *This Institute should function under the same Union Ministry which deals with tribal affairs.*

### CHAPTER III

## PROGRAMMES OF DEVELOPMENT FOR BACKWARD CLASSES\*

### Handicrafts and village industries

It is a matter of common knowledge that handicrafts and village industries have been given a special place in the development of Indian economy. This is so far several reasons. In the first place they provide subsidiary occupations to agriculturists during the off season. Some of these have been traditional, hereditary occupations prescribed by the families of village artisans for generations. For instance, the tribals, as also some castes and communities, are well-versed in various crafts which bear a distinct hall-mark of rich tribal or folk-art. Some of these communities produce textiles, baskets and other articles of domestic utility for local consumption. It has not been possible for them to develop these crafts on a commercial scale. The reason for this is obvious. They lack both the necessary capital and marketing organisation, or to put it differently, they lack the entrepreneurship. Even the domestic crafts have languished in some areas because of the adverse influence of industrially manufactured consumer goods which have reached the local markets or shandies in tribal areas.

#### *Provision and performance*

2. It would seem that insufficient emphasis was laid on the schemes for the promotion of such crafts and industries in the Second Five Year Plan. A small sum of Rs. 74·17 lakhs was spent by the various State Governments for the promotion of cottage industries on the backward classes and tribes during the First Plan period. As against this, a much larger provision of Rs. 547·29 lakhs has been made in the Second Five Year Plan. Of this a substantial portion comprising Rs. 307·03 lakhs is proposed to be spent under the Centrally-sponsored programme. This amount is in addition to a provision of Rs. 200 crores for the development of handicrafts and village industries in the general national Plan. The provision for backward classes is divided for each of the four categories as follows:—

(Rs. in lakhs)

Category of backward classes	Provision in the Second Plan	Expenditure in	
		1956-57	1957-58
Scheduled Castes	247·54	14·70	17·82
Scheduled Tribes	238·50	13·28	28·11
Other Backward Classes	35·22	2·70	7·65
Denotified Communities	26·01	2·69	3·53
Total	547·27	33·37	57·11

\*Programmes discussed in this chapter relate to all the backward classes including Scheduled Castes, Scheduled Tribes, Denotified Communities and Other Backward Classes.

In terms of physical targets these schemes are intended to benefit over 3,600 persons through 421 additional training centres.

### *Training-cum-production centres*

3. Most of the schemes operate through, what are known as, training-cum-production centres. The whole programme provides for four distinct steps, namely, (i) training in one of the crafts on a stipendary basis, (ii) follow-up with cash assistance, (iii) organisation of co-operatives and (iv) provision of technical assistance. While these four steps are included in each sponsored scheme, in practice there are many omissions and shortcomings. The very first consideration relates to the choice of crafts or vocations. Most often the choice falls on crafts and trades like carpentry, smithy, tailoring, basketry, rope-making, weaving, mat-making, leather work and the like. While most of these are useful crafts in themselves, they require certain minimum pre-requisites to be operated successfully. The aptitude of the individual, the availability of raw-material and possibilities of marketing are some of the important factors which need to be borne in mind. The various studies carried out by the Team do not indicate that these basic factors have been adequately ensured in this scheme in all the States.

### *Production neglected*

4. Though these centres are invariably termed as training-cum-production centres, the production side is neglected in almost all of them. In fact, the training centres are not planned for production at all except for the incidental production that takes place during the process of training. In the very nature of the process, the volume of production in a training centre cannot but be scanty and the quality is poor. The goods are most often unmarketable and even for those which are marketable there is no organised and standing machinery for marketing.

### *Poor response*

5. The announcement of the training scheme does not draw very encouraging response from those for whom it is meant. The selection of trainees, therefore, is not based on any wide choice among those who offer and get selected for this training. There are not a few who come only for the sake of earning a few rupees a month as a stipend. Bonafide trainees who intend settling in that particular vocation after the completion of the training are few and far between. The rate of stipend also varies from Rs. 15 to Rs. 30 p.m. The economic possibilities of the trade in the area, to which the trainee is due to return, are also not carefully weighed in advance.

### *Inadequate follow-up*

6. Many of these schemes provide for a provision of a cash subsidy, or an interest-free loan or free supply of equipment, tools and implements. Somehow every successful trainee does not get assistance out of this provision or if he does, there is no follow-up of the fact whether he had actually settled down in that trade. If the efforts at settling the successful trainees individually in their respective trades are somewhat infructuous, those at rehabilitating them through organised cooperatives are much more so. It is not

as though there are no good cooperatives functioning for the benefit of Scheduled Tribes, Scheduled Castes or other backward classes. There are many instances ranging from forest labour cooperative societies to housing cooperatives. But in the field of handicrafts and village industries, one does not, as a rule, come across successful industrial cooperatives.

#### *Concerted drive*

7. In view of the absence of encouraging results in this field, a concerted drive needs to be launched on several fronts so as to make this scheme really worthwhile. We recommend that:—

(a) (i) *For those, who practise it as a subsidiary occupation, it must be related to their agricultural or forest operations and should enable them to supplement their earnings appreciably.*

(ii) *For others who take it as the main occupation, it must continue to be a profitable venture in the face of severe competition that is offered by purely commercial ventures.*

(b) *Systematic surveys should, therefore, be carried out with the assistance of the technical staff of the development and industries departments to explore the possibilities of development of handicrafts and village industries on sound business lines.*

#### *Two types of schemes*

8. In the multi-purpose blocks, for example, these schemes should receive a good impetus. Our field studies, however, show that the average expenditure amounts only to 5.2 per cent of the total provision for the purpose. Except for the solitary examples of Borio in Bihar and Santrampur in Bombay where the performance has been of the order of 96 per cent and 93.5 per cent respectively, the record of other blocks in this respect is hardly satisfactory. It should also be possible for the department dealing with tribal welfare to obtain the necessary technical assistance from the various industrial boards e.g., the All-India Handicrafts Board, the All-India Khadi and Village Industries Commission, and the National Small Industries Corporation, to devote a little extra attention to the development of these crafts and industries for the benefit of backward classes. In Koraput, for instance, some 2,000 charkhas were introduced and it is reported that the average production per charkha did not exceed 2 hanks per year and the scheme had to be dropped. As against this there is an example of the schemes introduced by the All-India Khadi and Village Industries Commission in the Sambalpur area in Orissa. It was possible to create as many as 33,000 jobs with an average per capita investment of Rs. 150 only. About 100 hand-pounding cooperative societies with a membership of 100 to 150 each have been organised. The size of the demand for hand-pounded rice is so large, that there is enough scope for many more such cooperatives. In either case proper surveys have to precede development of such crafts and industries. We recommend that:—

(a) *On the basis of the findings of these surveys, broadly two types of schemes should be planned. The first category should include crafts and industries which may pro-*



duce articles of domestic utility for local consumption. The second category of schemes should cover such crafts and industries as may promise profitable production for outside markets. Here, the stress should be laid on employing those who have the necessary aptitude and environment in terms of traditional family occupation.

(b) The crafts of domestic utility should offer subsidiary occupations to men and women in their spare time and during the lean periods when agricultural operations are not on.

(c) The commercial crafts and village industries, on the other hand, should offer scope for full-time substantial gainful employment to those who depend on them as major occupations.

### *Shift of emphasis*

9. In the general schemes for production and training in vocational trades, greater emphasis should be laid on the production side. The production-cum-training centres (reverse of the present nomenclature) should take up production as the primary activity. Training programmes should be organised around the manufacturing processes. In other words, there should be a nucleus of full-time qualified and paid employees who should be responsible for organising production against prescribed specific occasions and set targets. The entire expenditure on establishment, equipment, raw material, wages and organisational over-heads should be taken into account in working out a competitive price schedule. The cost accounting of the production wing should not be mixed with the expenditure of the training programmes. The aim should be to make the production units at least self-sufficient, if not profitable, during the course of a definite period say three years. If a production unit needs to be subsidised even after the period, a detailed investigation should be promptly undertaken. Whatever alterations are necessary in terms of material or equipment level of proficiency, standardisation and gradation of goods, storing, transport and marketing should be carried out in consultation with the appropriate expert body. The training programme, even if combined with production, should not be neglected. On the contrary, relating it to the production side, it should be made a little more realistic. We recommend that:—

*The existing emphasis on training in the training-cum-production centres should be reversed and greater emphasis be placed on the production aspect. Training programmes should be linked up with the production activity so that apart from acquiring the manual skill in a particular craft, the trainees would also acquire knowledge of the methods of business organisation in the respective trades.*

### *Wage to replace stipend*

10. In order to give commercial basis from the very beginning, the existing system of paying stipends should be replaced by a new system of paying wages from the very start of training. It is admitted that a new trainee is not expected to earn a full wage on the basis of out-put and much less on the basis of quality of the goods produced. It is, therefore, suggested that the provision now

utilised for payment of stipends should be diverted towards the payment of a minimum subsidised wage till a trainee acquires sufficient proficiency to earn a full living wage.

### *Wastage in training*

11. It is noted that some of the existing training-cum-production centres do not offer hostel facilities nor are they peripatetic. This results in the centres taking up only the local candidates. After the first few batches are trained, the area reaches a saturation point in respect of qualified individuals in that particular trade. They drift per force into trades and occupations, altogether unrelated to the training imparted. Besides, certain trades do not allow scope for cooperative organisation, for instance, tailoring, smithy, carpentry etc. Each village can afford, at best, one artisan of each category. It is, therefore, recommended that:—

(a) *Either hostel facilities should be provided by the training centres so that trainees can be drawn from a wider area and they can return to their respective places to practise the trade.. Wherever it is not possible, the training centres should be mobile. After training a batch or two it should be shifted to another uncovered area.*

(b) *Every successful trainee should be enabled to settle down in his trade in one of the following ways:—*

- (i) *Working as an artisan doing job work;*
- (ii) *employment as a wage-earner in a production unit; or*
- (iii) *as a member-worker of a producers cooperative society.*

(c) *The particular method of rehabilitation for each trainee should be determined keeping in view, on the one hand, the economic possibilities of the particular trade and the aptitude and interest of the individual trainee on the other.*

12. Another factor that is responsible for the inadequate training as also for low and poor production, is the quality of instructors. Usually, there are persons of limited educational background with the most elementary training available in the craft. Normally, they are not the ones who have had either work-experience in the post-training period or any advanced training. Thus their own knowledge and skills are limited and their capacity to impart this knowledge and skills to the trainees is much more so. We recommend that:—

*The multiplier principle should be adopted so that more qualified and talented trainees are further coached to take positions as instructors in other training centres.*

### *Follow-up*

13. The follow-up programme should not be reduced to a mere *laissez faire* affair of letting those who wish to apply for cash assistance or other help do so. On the contrary, it should be a part of the regular responsibility of the authorities of the production-cum-training centres to ensure that every successful trainee gets adequate assistance to start on a trade either individually or in a joint co-operative endeavour. These should be a standing machinery to provide financial and technical assistance to both the individuals

and to cooperatives. In the matter of cooperatives, advice should be made available as to the location of the particular workshop or production unit. Apart from the technical advice in regard to the pattern and designing, quality gradation, cost accounting etc. special attention should be paid to the two most important factors of availability of raw-material and the arrangements for marketing. In fact, this aspect of the scheme cannot be over-emphasised. Many a good scheme has foundered for want of regular and profitable market. We would like to stress the fact that no production programme can go on indefinitely with a subsidy from the Government, whether it be for backward classes or otherwise. Nor can the goods find market only on the basis of sympathy or goodwill for the backward classes. The crux of the whole scheme is that the goods must be good in themselves and should be available to the consumers at competitive prices. The Team recommends that:—

(a) (i) *Financial assistance should be made available to the successful trainees or to their cooperatives in two parts viz. non-recurring and recurring.*

(ii) *The cost of non-recurring equipment should be given as an out-right grant and the provision for recurring expenses should be advanced as a loan on easy terms.*

(b) *The terms of financial assistance should be so regulated that net profits go to the cooperative societies and not to the Government as is the case with regard to certain types of forest cooperatives in some parts of the country.*

(c) *No schemes of commercial nature should be started unless arrangements for raw material and marketing are secured in advance. A survey of the demand for the particular commodity or service should be made to ascertain the marketing possibilities.*

## **Measures to combat exploitation**

### **Agents of exploitation**

14. No programmes of economic development of backward classes can be complete, much less effective, without taking proper measures to eliminate their exploitation at the hands of the unscrupulous individuals and organisations. In fact, in one sense, the importance of the measures to combat exploitation is much greater than that of the other positive measures for economic development. The positive programmes of economic development will yield much less than commensurate results if parasites continue to feed on the growing economy. Among the backward classes, the tribal communities have been increasingly impoverished by the nefarious activities of money-lenders, middle-men and contractors. While each of them has worked to the detriment of the backward class interests, they are more formidable when they work in combination or play multiple roles; the contractor being the middle-man or the middle-man a money-lender.

### **Inadequate measures**

15. Exploitation of backward classes has taken many adverse forms. But the more important pertains to land rights, credit facilities both for productive and non-productive purposes and title to immovable property like housing or house-sites. It is true that in recent years, many administrative and legislative measures have

been taken to minimise, if not altogether eliminate, the evil influence that these men wield over the life of backward classes, yet their positions are deep-rooted and their ways so devious that it has not been possible to root out this evil completely.

16. It is also found that some persons incharge of administering the welfare programmes for backward classes at the local level are apathetic towards the protection of the interest of backward classes. Their role in exploitation ranges from being silent spectators to active abettors. This difference is particularly noticeable because of the contrast of persons, both officials and non-officials, who are zealous in the performance of their duties towards the protection of backward classes.

#### *Free legal aid*

17. One of the main reasons, that still is the cause of disability of the backward classes, is the fact that justice is costly. The protective legislation is no doubt on their side but in order to be able to invoke the law in his favour an individual has to have adequate resources. Since these are lacking, the ends of justice remain unfulfilled regardless of the progressive legislation wherever it exists. In view of this, it is proposed that every State Government must provide free legal aid to indigent backward class individuals who may be involved in cases relating to ejectment from land, house site or a house and in money suits and the like.

18. The importance of this aspect of the problem has been appreciated in the Second Plan also and a provision of Rs. 1.98 lakhs, for the plan period, has been made for providing legal assistance to Scheduled Castes in the States of Andhra, Bihar, Bombay, Madhya Pradesh, Mysore, Rajasthan, Orissa, Kerala and in the Union Territory of Delhi. For undertaking this programme in the States the Centre gave grants-in-aid to the following States and the Union Territory of Delhi during the first two years of the Second Plan:—

Name of State	Grants-in-aid 1956-57	Sanctioned during 1957-58
Andhra (Telengana region)	..	3,000
Bihar	1,000	10,000
Bombay	..	2,000
Mysore	..	2,500
		(includes relief & health grants also)
Rajasthan	5,300	2,500
Orissa	1,000	1,250
Delhi	200	1,600
Kerala	..	500
Madhya Pradesh	..	1,000
TOTAL	7,500	24,350

19. Indebtedness is known to be high among most sections of the rural population. It is supposed to be the highest among the Scheduled Castes and Scheduled Tribes. While the Rural Credit Survey Committee of the Reserve Bank of India has brought out a wealth of information on the nature and extent of indebtedness in the country, no comprehensive and reliable statistics are available about the indebtedness prevalent among the backward classes.

### *Inflated debts*

20. The evil of indebtedness among them, however, is such a patent fact to anybody who has worked among them that legislative and executive measures required to settle this problem need not await such surveys. Further, it is also a matter of common knowledge that the total loan value is so grossly exaggerated that it is many times more than the net original loans. Fictitious and fraudulent documents, which the illiterate backward class individuals do not understand, are, to a great extent, responsible for these inflated figures. Legislative and executive measures have been taken by a few States to:

- (i) write off old debts,
- (ii) scale down the more recent ones, and
- (iii) to regulate the business of money-lending so as to prevent unauthorised individuals carrying on the business at exorbitant rates of interest.

### *Positive measures*

21. In the first instance, these measures have not been taken by all the States and the Union Territories. Secondly even in the States where these enactments do exist, implementation is not meticulous. Unscrupulous money lenders still carry on the business, the debts keep on mounting up and properties keep on changing hands notwithstanding the law. The progress of the co-operative movement among the backward classes has not been very heartening. The first impetus was given to providing cheap credit on easy terms through co-operative organisations after the publication in December, 1954 of the Report of the Rural Credit Survey, Committee. The problem of indebtedness is admittedly a complex one linked up with the economy of the tribal communities. While the ultimate solution probably lies in the economic betterment of tribals, certain immediate relief measures are needed so as to eliminate the drag on them and to give them new incentives for more and better production. With this point in view, the measure of providing cheap credit is not, by itself, likely to solve the problem. Side by side, producers and marketing co-operative societies will have to go into action so that a powerful momentum is lent to the process of improving the economic condition of tribals.

### *Co-operatives under the Plans*

22. During the First Five Year Plan period, there was a modest expenditure of Rs. 53·60 lakhs for introducing co-operatives among backward classes. As against this, the provision in the Second Five Year Plan was raised manifold to Rs. 215·43 lakhs. The record of performance during the first two years of the Second Plan cannot be considered as encouraging either in terms of financial expenditure or in terms of the attainment of physical targets. In the year 1956-57 only a sum of Rs. 14·44 lakhs was spent. In the following year another sum of Rs. 27·27 lakhs represented the revised estimates of expenditure. Thus in the first two years of the Second Plan, total performance is hardly 14 per cent. It is too much to expect that the balance of 86 per cent. can be made good in the remaining years. In terms of actual numbers it is understood that only 204 multi-purpose co-operative societies were set up to serve the backward classes in the year 1956-57 and a little over 400 were proposed to be organised during the year 1957-58.

### *Credit facilities*

23. Even where credit societies have been established, they have only added to the sources from which loans could be obtained. For instance, the sweepers in the Patna Municipal Corporation are now indebted both to the money-lenders as well as to the co-operative societies. Our studies have brought out that only 43 (41.75 per cent) persons out of a total of 115 interviewees obtained loans exclusively from the co-operative societies. These are distributed over all States except Rajasthan. But it is significant that almost an equal number, namely, 47 (40.95 per cent) obtained loans from the societies and other sources. Sometimes they borrow from the co-operative societies in order to pay the interest on the loans drawn from money-lenders. It should not, however, be understood that inadequacy of these measures is entirely due to laxity on the part of the administration. The people themselves are also partly responsible. Their extravagant expenditure on social and religious functions, addiction to expensive vices, unplanned deficit family budgets, lack of reserves in terms of savings and the imprudent habit of trying to raise cash at the last moment are all factors which contribute towards defeating measures for regulation of money-lending as also the beneficent schemes of providing cheap credit.

### *Complicated procedure*

24. Some of the complicated rules and regulations under the co-operative law also make it difficult for them to get loans quickly and in sufficient measure. Our Research Unit carried out a field-survey of 225 members of co-operative societies spread over 9 States. Their response about the utility of the co-operatives is interesting. 10 per cent of the sample covered felt that the society is not serving any useful purpose. In Bihar the percentage of respondents subscribing to this view is as high as 44. All the members of co-operatives interviewed in Bombay (Maharashtra Region), Orissa, and Rajasthan were, without exception, of the opinion that the societies were beneficial to them. As regards the extent of benefit as many as 49 per cent felt that the co-operatives were beneficial only to a "slight" extent and 41 per cent felt that the benefit was "considerable". Among the members interviewed in Madhya Pradesh and Assam; the percentages of those believing that the benefits were considerable were as high as 69 and 64 respectively.

25. As for the time taken to secure loan from the co-operative societies, 51 (44 per cent) out of 115 respondents interviewed stated it as "less than one month", 28 placed the period for securing loan as "between 1-2 months", 24 "2-4 months" and 8 placed it "beyond four months"; among those whose replies were in the last category, majority are from Assam.

### *Exploitation through land transfers*

26. In almost every backward or tribal area, one comes across the classical instance of a lone trader-cum-money-lender who came to settle in the area with nothing more than the wits and who has grown into a big land-lord and propertied sahuakar. Instances are not wanting in which dealings of tribals with sahuakar started with a small cash loan finally resulting in complete loss of property, the

interest goes on mounting up, the capital remaining in tact. Finally, the produce is increasingly taken away and immovable property gets attached. In order to remedy the situation, several State Governments enacted legislative measures placing restrictions on the transfer, pledging or mortgaging or sale of any property of debtor to creditor or any other party. It is pointed out that these are undue restrictions on what should have otherwise been their absolute title to the property. As has been pointed out by the Commissioner for Scheduled Castes and Scheduled Tribes in his report for the year 1957-58, the necessity of these restrictions is still there as these people have not developed to the extent as to be able to judge and protect their interests on their own.

#### *Dadan system*

27. Reference to crop-sharing leads one to note another similar evil practice. This system, known as *Dadan System* in Tripura, is also prevalent in other States. Middlemen and traders offer credit to farmers for seed and for sowing operations on the condition that the entire crop should be sold to none other than the creditor himself at a price to be determined by him. This price most often is as much as 50 per cent less than the market price. The setting up of grain golas which advance grain for seed and food, repayable on harvesting, has proved an effective answer to this problem. While the idea of grain golas is sound, in practice some drawbacks have revealed themselves. Some of the mal-practices regarding the working of grain gola system arise from the fact that panchayats or co-operative societies which can act as vigilant and popular implementing bodies have not been associated with it.

#### *The role of contractors*

28. Exploitation at the hands of the contractors is much too well-known to require any detailed description here. The main reasons on account of which the contractors have thrived are:—

- (i) lack of education and co-operative organisation among the backward classes and labour working on public works;
- (ii) lack of skilled labour and technical knowledge to make the labour co-operative effective; and
- (iii) departmental preference for contractors probably because of the convenience of dealing with the individual.

In the past, however, some of these difficulties have started disappearing for several reasons. In the first place, departments dealing with welfare of backward classes are taking more deliberate measures to sponsor co-operatives to provide financial and technical assistance to enable them to discharge their jobs with efficiency, equal to, if not better than that of the contractors. The best example of combating contractors through co-operatives is provided in the forest labour co-operative societies of Bombay. The effects in other areas may not be as spectacular. The sector of labour on public works, however, remains to be organised on a little more firm basis. Already, in the remote tribal areas where contractors do not come forward to undertake jobs on scheduled rates, the necessity of organising labour co-operatives is being felt. There are certain limitations, however, to this alternative which can be used profitably only on earthwork or small works. They are good enough for small construction works in backward areas.

### **Special measures**

29. In view of the odds that still prevent complete elimination of money-lenders, middlemen and contractors, we recommend that:—

(a) The committee, suggested earlier under "Land Tenure" in para 12 of Chapter II (Part III), may also be asked to review and examine the working of various Acts that have a bearing on the protection of backward classes particularly Scheduled Tribes and Scheduled Castes and to suggest measures for amendment wherever necessary.

(b) In particular, these committees, might examine the extent to which Prevention of Land Alienation Acts and other legislative measures for the liquidation of indebtedness have succeeded. The same committees should also suggest ways and means whereby the enforcement of these Acts and measures is made more effective.

(c) States which have not yet enacted such measures might try to emulate these measures.

(d) The law governing organisation and conduct of co-operatives should be simplified so as to make the organisation of cooperatives easy and their maintenance smooth.

(e) Suitable training programmes should be instituted to train tribals and other backward classes in the methods of cooperative organisation. If such programmes are started for the rural masses in general, backward class individuals should be given due place in them.

(f) In order to ensure that some of these exploiters do not get into cooperative organisations disguising their intentions and methods of exploitation, adequate safeguards must be provided.

Even if the protection of the rule of 'one member-one vote' is there, in a cooperative of unequals, influential minority is always likely to prevail upon the majority.

### **Benefit to small farmers**

30. Social workers among backward classes have frequently expressed their opinion that the small farmers and the landless labourers benefit the least from the cooperative societies. This was tested in our field studies. 44 per cent of 115 members spread over 8 States felt that the small farmers and landless labourers are not at all benefited by activities of the cooperative societies. The main reason for this is the lack of credit-worthiness of the landless and the small cultivator. It would almost appear to be a kind of vicious circle where because of want of credit he is unable to improve his economic position. Among the several suggestions that were made to us by officials and social workers, some are worthy of consideration. It was suggested that the panchayats or other local representative bodies could stand surety for the small farmers who could be relied upon to repay when the harvest is in hand. In fact the modern practice is to relate credit to production and marketing of goods for the production of which credit is advanced. Other suggestions relate to the rules of procedure of the cooperative societies which stand in the way of prompt and adequate credit to be given to the needy farmers.



**The Team, therefore, recommends the following measures:—**

(a) *It is necessary that the rules of procedure should be so revised as to make it possible that credit is given promptly and in adequate measure.*

(b) (i) *Sufficient discretion should be allowed to managing committees of cooperative societies who sanction loans for production purposes with little or no security. It should be considered adequate to advance a loan against an undertaking, duly supported by a recognised local individual or authority, to repay the amount on receipt of cash after the sale of the produce.*

(ii) *In order to enable the backward class individuals to become members of the cooperative societies, loans should be advanced to them for purchase of minimum necessary shares.*

#### **Grain golas**

31. The scheme of grain golas both for seeds and food, which has been introduced in certain States, should be extended to other States as well. In Bihar, where the grain gola scheme has been implemented extensively, the rate of interest charged for grain loans is 25 per cent for the first year and 6½ per cent for subsequent years till the loans are realised. Defaulters are declared ineligible for getting further loans. Since the grain has to be returned at the harvest time, the interest payable is for about 8 months at the most. A rebate of 5 per cent on interest charges is given to those borrowers who pay their loans before 31st December each year. The advantage of a reduced rate of interest in subsequent years has prompted many persons not to return the loans in the first year. In Bombay half the interest is utilised for advancing fresh loan and the other half is credited to the Government in repayment of the loan.

32. While the grain golas were expected to be self-supporting in 8 to 10 years, the aim has not been achieved mainly because of the poor recovery of the grain advanced. The Team recommends that:—

(a) *In extending the scheme to other States, however, care should be taken to avoid pit-falls experienced by the States which have done the pioneering work, that is issuing of grain to fictitious borrowers, collection of grain without issue of receipts, and the like.*

(b) *In order to implement these recommendations with greater measure of success, it is proposed that either the panchayats or co-operative societies should be entrusted with this work.*

**In order to make the scheme more attractive, the grain golas should be converted into grain banks in which farmers can deposit grain and sell it when prices are most favourable. It is found that the rate of interest in the grain golas is rather steep (25 per cent in kind). There is a clear case for reducing these rates. For quick and sure recovery, incentives may be offered in terms of rebate for depositing the grain, before the stipulated time. It is realised that it would**

not be possible to introduce cooperatives in all the areas immediately. The Team recommends that:—

*Government may open fair price shops for sale of food and other articles of daily necessities and also for purchase, at reasonable prices, of the produce such as grain and craft goods from the farmers and artisans.*

In this connection, it may be noted that among backward classes, particularly in the remote tribal areas, while cash economy has reached economic prosperity has not. The imbalance results from the fact that while the economic activity of the backward classes, and particularly of the tribals, is linked with national economy at the sale-end, it does not draw sustenance from it at the production base. We recommend that:—

*Government should take active steps to discourage contractors foregoing the administrative convenience of assigning departmental contracts to single individuals. If necessary, specifications of job requirements may have to be suitably revised and technical assistance may have to be provided.*

## **Hostels**

*Not a problem of numbers*

33. The problem of hostels for backward classes has to be viewed essentially in its qualitative aspect. While in recent years a large number of hostels has come into existence, both under official and non-official auspices, the question could have been still asked whether there were enough hostels to meet the requirements of all backward class students in need of hostel accommodation. That question, however, loses its significance if an entirely different approach is adopted. In the recent past, the trend of encouraging mixed hostels has gained ground. For instance, at the State Ministers' Conference on 'Backward Classes' held in February, 1958 at New Delhi, the following recommendations were made:—

- (i) "There should be no separate institutions, hostels or colonies exclusively for Harijans. In these, at least 10 per cent non-Harijans should be taken, as far as possible, to give them mixed character. Non-Harijans up to this number should be given the same facilities as are admissible to Scheduled Castes to encourage them to join such colonies or institutions.
- (ii) The name 'Harijan' should be removed from the existing institutions, hostels or colonies wherever it exists.
- (iii) In all general hostels, controlled or assisted by the Government, at least 10 per cent seats should be reserved for Harijans."

According to this approach, the adequacy or inadequacy of the hostel capacity will have to be considered in terms of the requirements of students of all communities and not exclusively of backward class students.

### *Questions for consideration*

34. The main questions, therefore, that need to be considered on the qualitative side are as follows:—

- (i) Whether hostels should only provide residential facilities for backward class students or should they also serve as instruments for the removal of untouchability, segregation and separation that divide the backward class students from the rest?
- (ii) Whether the management, the routine and the atmosphere in the hostels are such as to stress character-building of students and promote integration of backward class communities bringing up a generation of students with a cosmopolitan, national outlook?

### *Common hostels*

35. In an opinion survey carried out by the Research Unit of the Team, 196 residents of backward class hostels were interviewed to elicit their preference about mixed or exclusive types of hostels. It is interesting to note that only 65 i.e., 33.2 per cent respondents have shown preferences for hostels of the exclusive type. The remaining 131 (66.8 per cent) favoured residing in mixed hostels. In the States of Madras, Orissa and West Bengal, the percentage of students opting for mixed type of hostels is as high as 95, 90 and 85 respectively. Uttar Pradesh is a notable exception to this trend where 95 per cent of the respondents have expressed their choice in favour of exclusive hostels. Among those who would choose a mixed hostel, 82 (62.2 per cent) have a liking for hostels which are chiefly meant for non-backward classes with a percentage of reserved seats for backward class students. 40 (33 per cent) support mixed hostels which are chiefly meant for backward classes with a provision for admission to the non-backward class students. Thus, it would appear that, both on the basis of popular opinion, as well as on scientific considerations, there is a strong case in favour of mixed hostels. If students are segregated in their most formative years they are likely to develop a complex, at least of separatism, if not of inferiority. Even the nomenclature such as Harijan Hostel, Adivasi Hostel or Backward Class Hostel adds to the difficulty.

### *Recent efforts*

36. In order to encourage private hostels to admit students from all classes, the Government of Bombay gives special grants to mixed hostels. The Government of Madras have laid down that recognised hostels and schools would forfeit their right to Government grant if they refuse admission to Harijan students on grounds of caste. They have also taken over 30 Harijan hostels from voluntary agencies and propose to turn them into mixed hostels. The Governments of Bihar, Orissa, Jammu and Kashmir and Madhya Pradesh have also agreed to encourage mixed hostels. Recently, when some hostels for backward classes were thrown open to the students of other communities, certain incentives were offered to the non-backward class students to stay in these hostels.

37. The backward class hostels, which have been thrown open to other students as well, have not so far attracted many students because of the stigma attached to these hostels by the very names they

bear. In the tribal areas, the situation is somewhat different. In the remote and isolated tribal regions, even if a hostel is thrown open to other communities, mostly tribal students are likely to take advantage. As against this, it is found that in some multi-purpose blocks which have a sizeable non-tribal population, the non-tribal students are found to be residing in these hostels in larger numbers than those of tribal students. For the reasons mentioned in paragraphs 33 to 35 above, we are strongly of the opinion that hostels should be common for students of all communities. The existing hostels should be converted into common general hostels and the names should also be suitably changed. Particular care should be taken to see that in converting these hostels neither the number nor the facilities available to backward class students are reduced. In consequence of the proposed arrangement, while the funds for backward class student hotels may have to be pooled with those provided for general hostels, it should be ensured that no part of these earmarked funds are diverted for the benefit of other students.

38. Another point of small detail in this regard is about the difficulty of the students of the *Bhangi* community in securing admission to the local hostels. According to the rules, no student living within a radius of 5 miles can be admitted to a hostel. It is insufficiently realised that because of the unsatisfactory living conditions, the student of this community is not able to pursue his studies at home. If he is also debarred from admission to the local hostels, that acts as a double handicap. We therefore, recommend that:—

(a) *Hostels should be common for students of all communities: reservation of an adequate proportion of seats being made for backward class students.*

(b) *The existing hostels should be converted into general hostels as per (a) above, and the names be changed so as to give them a more cosmopolitan outlook.*

(c) *The manner of working out this conversion should be such as not to jeopardise the position of Scheduled Castes, Scheduled Tribes or other backward classes in regard to the number of seats available for them in hostels both existing and new.*

(d) (i) *Students belonging to sweepers' and scavengers' communities should be admitted into local hostels.*

(ii) *The usual condition that no student residing within 5 miles radius of the concerned town or city would be allowed admission in the local hostels, should be waived in the case of students belonging to Bhangi community.*

#### **Minimum standards**

39. Many hostels are found to be very much below standard in respect of sanitation, accommodation, lighting, food, furniture and recreation. A study of 195 hostel students was carried out by us in different parts of the country. 41.4 per cent of these did not get any item of furniture. In Madhya Pradesh, only 15 per cent got it. An item-wise analysis of the provision of furniture is as follows:—

Item	Percentage covered
Cot	55.1
Chair/Stool/Bench	32.3
Table	29.3
Shelf	23.7

As regards the provision of other articles like bedding, dress and shoes, 67·7 per cent are not provided with anything of the kind. Bedding is provided to 27·3 per cent, dress to 19·7 per cent and shoes to 6·1 per cent of students interviewed. Backward class residents of hostels in Assam, Bihar, Madras, Uttar Pradesh and West Bengal did not get any of these articles. Rajasthan is the solitary State where all the respondents got one or more of these articles. So far as books and stationery are concerned students only in Rajasthan and Bombay (Maharashtra Region) enjoy this facility. In the sample covered, only 13·1 per cent have been registered as beneficiaries under this item.

### *The routine*

40. As regards the routine, a curious conflict of purpose is noticed. On the one hand, the prescribed routine is so crowded from morning till night that it leaves hardly any time for sleep and recreation. On the other hand, there is a perceptible lack of emphasis on activities which can develop sportly and manly qualities. No indigenous games are played in the hostels and little attention is paid to their own cultural activities. While generalisations are difficult in this respect it may be stated that, by and large, the Government hostels are somewhat better managed so far as physical standards are concerned. But at best they are good lodges. They do not have the atmosphere so necessary for character-building as most of the hostels run by the voluntary organisations have. There are, however, exceptions on both sides. In Lohardaga, for example, one comes across a Government hostel which is not even a good lodge let alone a good hostel. In Rajasthan and Madhya Pradesh, one can see some hostels run by non-official organisations which have neither that atmosphere nor the physical up-keep. It is, therefore, recommended that: —

(a) *Minimum standards should be prescribed and enforced in regard to accommodation, food, sanitary arrangements, medical care and recreational facilities. These should apply equally to hostels run by Government and non-Government organisations.*

(b) *Recognition and assistance may be granted only to hostels managed by bona fide voluntary welfare organisations. Hostels run by individuals should neither be recognised nor assisted.*

(c) *Daily programmes should be so organised as to leave enough time for rest and recreation.*

(d) *Recreational and cultural programmes should also include locally popular games and activities.*

(e) *Stress should be laid on developing national outlook among backward class students, particularly, among the Scheduled Tribes students living in isolated areas, through the organisation of national days like the Republic Day, the Independence Day, daily singing of national songs and the like.*

### Girls hostels

41. If the education of girls has lagged behind among all communities, it is much more so in regard to the backward class girls. One of the more important reasons for this lag is the fact that adequate hostel facilities do not exist for girls who wish to continue their education to secondary stage and onwards. Once they complete the primary education which is available in their villages, they have no cheap and protected accommodation at the district and higher levels where their parents could safely send them.

42. Another difficulty which they face is of the inability to find sufficient cash to pay in advance at the time of admission. Most of them also find the cost beyond their means and the stipends given to them are inadequate to cover their expenses. The proposal to increase the stipends so as to cover these expenses is the subject matter of another recommendation. As for hostels we recommend that:—

(a) *At least one common girls' hostel should be set up at each divisional headquarters with adequate number of seats being kept for girls belonging to backward classes.*

(b) *At other levels, additional girls' hostels should be provided wherever sufficient number of backward class girls is forthcoming.*

### Concessions

43. Our field studies have also revealed the extent of concessions granted to backward class students residing in hostels. The following analysis speaks for itself:

Of 196 respondents, 98 (40.5 per cent) are free, 38 (16.2 per cent) are partially free and 68 (34.3 per cent) are paying boarders. The position in different States, when reviewed against this overall trend, is quite varied; significant variations are:—

(a) Totally free—Madras & Rajasthan 100 per cent, Bihar 90 per cent and Madhya Pradesh 44.4 per cent.

(b) Partially free—Uttar Pradesh 90 per cent, Madhya Pradesh 50 per cent.

(c) Paying—Orissa 100 per cent, Assam 90 per cent and Bihar 50 per cent.

The extent of concession granted to Scheduled Castes, Scheduled Tribes and other backward class respondents is indicated below in terms of percentage of free, partially free and paying boarders to their total number in different categories:—

	Percentage of respondents getting concessions		
	Scheduled Castes	Scheduled Tribes	Other Backward Classes
Fully free	57.7	45	10
Partially free	24.8	8.8	..
Paying	17.5	46.2	90

The extent of concessions granted to the residents of the Backward Class Students' Hostels does not seem to bear any relationship to their educational standards.

## Scholarships

### Extensive scheme

44. Of all the schemes introduced by the Government for the benefit of backward classes, the one regarding the award of scholarships is perhaps the most extensive in coverage, liberal in practice and far-reaching in significance. The Government of India started the schemes for the grant of scholarships to Scheduled Castes in 1944-45. After four years this was extended to Scheduled Tribes and in the following year 1949-50 to other backward classes. The amount set apart for scholarships has registered a remarkable rise. In 1951-52, at the commencement of the First Plan, it was a small sum of Rs. 15.41 lakhs. By 1956-57, it had risen to Rs. 187.00 lakhs. By the beginning of the Second Plan, in the year 1956-57, the original allocation for post-matric scholarships to backward class students was of the order of Rs. 150 lakhs. To this another sum of 86.80 lakhs was added in order to meet the increasing demand. A comparative analysis of the expenditure incurred by the Government of India on scholarships to various categories of backward classes can be made on the basis of the following table:—

Category	1951-52	1956-57
(Rs.)		
Scheduled Castes . . . . .	8,17,975	88,91,000
Scheduled Tribes . . . . .	8,81,780	15,68,000
Other backward classes . . . . .	4,41,186	83,68,000

45. Another angle, from which the scholarships scheme could be considered, is to examine the proportion of scholarships awarded for academic courses on the one hand and vocational or professional courses on the other. The following table indicates that the academic courses still predominate:—

Course of study	Percentage of scholarships awarded during		
	1955-56	1956-57	1957-58
Professional . . . . .	18.8	18.3	18.9
Post-Graduate Stage . . . . .	2.6	2.6	2.4
Graduate Stage . . . . .	16.8	18.1	17.6
Under-Graduate Stage . . . . .	61.6	60.8	61.0
Trade Courses . . . . .	0.2	0.2	0.1

### Number of applications

46. A comparative study of the applications received and scholarships awarded even for a single year—the latest available—of 1957-58 shows that every single applicant belonging to Scheduled Castes and Scheduled Tribes succeeded in getting the scholarship. It was only with regard to backward classes that a selection had to be made and a little over one-third succeeded in getting the scholarships.

Applications received and scholarships awarded in the year 1957-58

Category	Applications received	Scholar ships awarded
Scheduled Castes	26,447	26,447
Scheduled Tribes	4,300	4,300
Other Backward Classes	35,974	13,668

In regard to the Scheduled Tribes, a large number of candidates has to be persuaded to take advantage of the scholarships scheme.

### Post-Matric scholarships

47. Under the present arrangement post-matric scholarships are administered by a separate Backward Classes Scholarships Board of the Union Ministry of Education. It is felt that the sanction and disbursement of post-matric scholarships from the Central level adds to the delay in sanction and payment. Verifications of particulars in regard to each candidate becomes difficult on account of centralisation. It is, therefore, recommended that:—

(a) *Post-matric scholarships\* should be administered at the State level so as to decentralise the procedure and to cut down the delays. The system of associating popular representatives with the consideration of applications could still be retained with advantage by constituting similar scholarship boards at the State level consisting both of the backward class representatives as well as concerned officials*

(b) *The centralised grant of scholarships at the Union level can still be justifiably retained in respect of scholarships to students seeking admissions to all-India institutions of higher education in scientific and technical subjects.*

### Long procedure

48. The scholarships scheme at the State level also suffers from complicated and protracted procedure, insistence on too many formalities and subsequent delays in sanction and payment. Our field study shows that in a sample of 212 scholars interviewed in 9 different States, 60.9 per cent in Madras, 24 per cent in Bihar and 12.5 per cent in Assam encountered difficulties in securing scholarships.

\*Shortly after the submission of this Report on 9th July 1959, the Ministry of Education have delegated the powers of sanctioning post-matric scholarships to State Governments/Union Territories, vide their circular letter No. F. 28-1/59. S-4, dated 11th July, 1959.



49. The figures of the number of applications received (cited on prepage) are a clear evidence of the growing volume of work involved in the scheme. Even if there are 10 items on which the eligibility of the candidate is to be checked, one can well imagine the large volume of work and the long time required to complete it in time. Usually, the large number of applications has to be sifted by an officer who has several other educational or welfare schemes on hand. These have to be placed before the Scholarships Board which have to meet in several sessions to consider all of them. The Board's decision, once taken, completes only half the story. Communication of these sanctions to individual educational institutions, and their drawal of the respective amounts, duly authorised by the drawing and disbursing officer, through the treasury is another long battle. All this results in the candidate getting the cash in hand almost at the fag end of the academic year. Our field studies reveal that cases of students getting regular monthly instalments are few and far between. The following table indicates the prevailing position:—

Respondents interviewed (No.)	No reply cases (No.)	Number of respondents getting the scholarship in			
		one instalment	2 or 3 instalments	4 or 5 instalments	6 or more instalments
215 (100%)	11 (5.1%)	90 (41.9%)	71 (33.0%)	16 (7.5%)	27 (12.5%)

This would have resulted in greater hardship but for the fact that from the second year onwards the scholars sometimes start the fresh year with the previous year's scholarships.

#### *Decentralised procedure*

50. In Bihar there is a somewhat decentralised scheme in operation. Advance allotments are made every year to each district on the basis of the backward class population and the number of scholarships awarded in previous years. The district welfare officers receive the applications and place them before a District Stipends Committee. The awards are sanctioned on the recommendations of this committee and the amount are placed at the disposal of Headmasters in the case of Government schools. In the case of non-Governmental schools, it is the District Welfare Officer or the Secretary of the voluntary organisation who is authorised as drawing and disbursing officer. The Team, therefore, recommends that:—

(a) *The power of sanction of under-matric scholarships should be delegated to the district level where a suitable committee consisting of officers and popular representatives should be set up.*

(b) *The forms of application and the conditions of award need to be drastically simplified. Verification should be deemed as valid on the basis of a certificate from the Sub-Divisional officer or from the Sarpanch, counter-signed by the Sub-Divisional Officer.*

(c) In regard to continuing scholarships, the practice of automatic renewals which has already been started in some States, should be extended to all States and adequate amounts should be placed at the disposal of the local officers or institutional heads for timely payments.

(d) Recommendations in regard to the simplification of procedure and other aspects of their adequacy or otherwise are as much applicable to the post-matric scholarships as to those upto the matriculation standard.

#### *Income-cum-merit test*

51. In view of the large number of applications coming forward every year, the necessity of applying income-cum-merit test is evident. A rough indication of the income levels of the scholarship-holders is visible in the study of 212 scholars made by our Research Unit:—

Income Group (Annual)	Number	Percentage
Rs. 0 to 500	96	45.3
Rs. 501 to 1,000	64	30.2
Rs. 1,001 to 1,500	24	11.3
Rs. 1,501 to 2,000	12	5.7
Rs. 2,001 to 2,500	9	4.2
Rs. 2,501 and above	6	2.8

It may be seen that 27 (12.7 per cent) respondents belong to families with an annual income of Rs. 1501 and above. Although the grant of scholarships to students belonging to the higher income-groups is to be related to the number of schoolgoing children and the size of these families, it is for consideration whether all the students belonging to these income-groups should be awarded scholarships in view of the fact that similar factors hold good for lower income groups, probably much more so. The number of children coming from the lower income groups seems to be on the increase as better consciousness of the importance of education spreads. It may be mentioned that the number of scholars in the income group of Rs. 1,501 and above is as high as 24 per cent in Assam, 32 per cent in Bihar, 20 per cent in Madhya Pradesh and 25 per cent in Orissa.

#### *Examination results*

52. As for the merit of the scholars, the following findings of the studies carried out by us are significant. Examination results of 215 respondents were obtained for the year 1957-58. 48 per cent of the students in Madhya Pradesh, 80 per cent in Orissa and 45 per cent in Rajasthan secure 3rd Division. In the overall sample, the incidence of failure is, however, only 3.8 per cent. Majority of cases (61.4 per cent) have recorded average performance or above, 10.3 can be classed as meritorious, 31.1 per cent have secured 1st Division, 38 per cent 2nd Division and 34 per cent have secured 3rd Division.

sion. States having highest and lowest percentages of respondents according to different classifications of results is as follows:—

### RESULTS

States with	Meritorious	1st Division	2nd Division	3rd Division	Failed
Highest Percentage	Assam (65%)	Bombay (Gujrat) (30%)	Uttar Pradesh (64%)	Orissa (80%)	Madhya Pradesh (16%)
Lowest Percentage	Madras (Nil)	Rajasthan (Nil)	Orissa (16%)	Bombay (Gujrat) (5%)	Madras, Orissa, Assam, Bombay Bihar (Nil)

#### Varied rates

53. It has been observed that the rates of payment of scholarships vary from State to State and sometimes within the same State for different categories of backward classes, e.g., for Scheduled Castes and Scheduled Tribes. While one may appreciate the difference in the rate of payment at different stages of education—progressively rising from lower to higher—one fails to understand the difference between students belonging to different backward classes studying at the same stage of education in the same or similar institutions.

54. Here, a reference may be made to girls' education. As it is, there is a considerable lag in the education of girls belonging to all communities. This is much more so in respect of the girls belonging to backward class communities. Earlier, under the section 'hostels' certain difficulties regarding the high cost of maintenance in the hostels and want of ready cash for admission have been mentioned. We, therefore, recommend that:—

(a) *The rate of payment of scholarships and stipends should be rationalised for each State and there should be uniformity for each equivalent category of scholars.*

(b) *In view of the backwardness of the girls' education at all stages of education, they should be given stipends adequate enough to cover hostel expenses, wherever necessary and they might be exempted from paying admission fees in advance.*

#### Reservation of seats in scientific and technical institutions

55. In the matter of reservation of seats for backward classes, the policy adopted is not uniform and the basis is varied. In the new Universities of Gorakhpur, Kurukshetra and Vikram there is no reservation of seats either in the technical or non-vocational institutions. In an established University like the Benaras Hindu University, on the other hand, there is reservation in the non-vocational institutions but not in the engineering and technical colleges. In most of the other Universities there is this provision in both the technical and non-vocational colleges affiliated to them. In Patna backward class students are admitted against the reserved seats provided by

obtain either 44 per cent marks at the last University examination or 10 per cent marks lower than those secured by the last admitted candidate on the basis of merit, whichever is lower. The Delhi University has decided to give a concession of 5 per cent marks to students seeking admission to M.A. and M.Sc. courses. Considerable variation is thus found to exist in the reservation of seats.

56. Apart from diversity in the basis of concessions, a question has been raised whether lowering of qualifications for admission to scientific and technological courses would not lead to a fall in the standards of technical education. On the other hand backward class students may not get a fair chance to enter various vocations and professions in adequate numbers if some consideration is not shown to them. Possibly, a *via media* can be found which might achieve both objectives without prejudice to each other. Thereby, meritorious backward class students can get certain seats through open competition and the reserved seats can be filled in by students who have minimum qualifications. The Team, therefore, recommends that:—

- (a) (i) *All scientific and technical institutions which have not prescribed minimum qualifications for admission should do so.*
  - (ii) *These minimum qualifications should be common to all students.*
  - (b) *A certain number of seats should be reserved for backward class students who should be considered for admission on the basis of the prescribed minimum.*
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## CHAPTER IV

### OFFICE OF THE COMMISSIONER FOR SCHEDULED CASTES AND SCHEDULED TRIBES

One of the Directive Principles of the State Policy enjoined by the Constitution is that "the State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation." In furtherance of this directive the Constitution of India has provided for several safeguards for the backward classes. While the Ministry of Home Affairs of the Government of India is charged with the overall responsibility of ensuring the proper working of these constitutional safeguards, the responsibility for investigating and evaluating the progress in respect of all matters relating to these safeguards rests with the Commissioner for Scheduled Castes and Scheduled Tribes. His appointment was made by the President on 18th November, 1950, under Article 338 of the Constitution, which reads:—

"338. (i) There shall be a Special Officer for the Scheduled Castes and Scheduled Tribes to be appointed by the President.

(ii) It shall be the duty of the Special Officer to investigate all matters relating to the safeguards provided for the Scheduled Castes and Scheduled Tribes under this Constitution and report to the President upon the working of those safeguards at such intervals as the President may direct, and the President shall cause all such reports to be laid before each House of Parliament.

(iii) In this Article, references to the Scheduled Castes and Scheduled Tribes shall be construed as including references to such other backward classes as the President may, on receipt of the report of a Commission appointed under clause (i) of Article 340, by order specify and also to the Anglo-Indian Community."

2. Originally it was decided that the Commissioner would submit his report annually pertaining to each successive calendar year. He did so up to the year 1955. Subsequently, however, in compliance with a later decision the reports cover each financial year. The 6th and the 7th reports of the Commissioner, thus, relate to the financial years 1956-57 and 1957-58 respectively.

#### *Status of the Commissioner*

3. According to the Constitutional provisions, the office of the Commissioner for Scheduled Castes and Scheduled Tribes enjoys an independent status. We have given a careful thought to this question and are of the opinion that simply because the Commissioner is

attached to the Ministry of Home Affairs (for budgetary and parliamentary purposes) or because he submits his report to the President through the Home Minister, he does not become an officer of the Ministry. Nor can an officer of the Ministry, in case he is considered as one, be expected to do full justice to the independent and unbiased evaluation of these welfare schemes. On a closer examination of the existing situation it is found that in the matter of expression of his views, reporting on the findings and evaluation of the working of schemes, the Commissioner for Scheduled Castes and Scheduled Tribes has shown marked independence. It must also be said that the Home Ministry on their part have not interfered with the independence of the Commissioner in the matter of the duties assigned to him under the Constitution.

4. It must be recognised, however, that the Commissioner's office is a new office under the Constitution and that it devolved on the first incumbent to develop conventions of informing his office with a constructive role. It was left to the first incumbent to carve out and to develop his area of work and to lay down healthy conventions. The record of work so far done by the Commissioner would bear testimony to the fact that he has been able to achieve the purpose of his appointment ably and successfully. The nature and scope of the Commissioner's functions are such that only a person drawn from among the non-service men can do better justice to them. The insight into the problems of backward communities, and the independence of outlook that are required of the incumbent of this post can better be found among persons who have spent years in social work. Yet in the course of the first few years of his tenure, certain executive duties have come to be assigned to him. This was partly because of the close association of his office with the Home Ministry. It was probably the desire to make use of the extensive net-work of his organisation and its technical competence that was responsible for the assignment of certain executive duties to him on behalf of the Home Ministry. We recommend that:—

*As regards the qualifications and the background of the incumbent who can ably and independently discharge the functions of the Commissioner he should preferably be a non-service person, as at present.*

5. It has also been pointed out in some quarters that the office of the Commissioner for Scheduled Castes and Scheduled Tribes should be given the same status as that of the Union Public Service Commission or the Election Commission. We do not consider it advisable to accept this view because of the fact that the Commissioner's post is not a permanent feature like the Union Public Service Commission or the Election Commission.

#### *Functions of the Commissioner*

6. The following functions are performed by the Commissioner at present:—

- (i) evaluating the progress of the welfare schemes undertaken by the State Governments and non-official organisations with grants-in-aid received from the Government of India;

- (ii) giving advice on the schemes received for grants-in-aid from the State Governments and non-official agencies for the amelioration of the condition of the backward classes;
- (iii) serving as a nominee of the Central Government on the Managing Committees of the non-official organisations receiving grants direct from the Centre; and
- (iv) examination of the accounts of the non-official organisations receiving grants direct from the Centre.

7. Out of all the functions enumerated above, only those mentioned under item (i) seem to be in consonance with the duties assigned to the Commissioner under Article 338 of the Constitution. It is not understood as to how the other items of his present assignment came to be allotted to him. This might have happened because of the fact that the Commissioner's office is administratively attached to the Ministry of Home Affairs.

8. Of all the other items of work, which have been allotted to the Commissioner as a matter of course, only item (ii) viz. giving advice to the Planning Commission and the Ministry of Home Affairs on various schemes may be retained with him on utilitarian grounds. In fact his expert advice at such a stage helps a great deal in the proper formulation of schemes. Although this also involves a double scrutiny of schemes, first in the office of the Commissioner and afterwards in the Ministry of Home Affairs, yet this examination from these angles is quite useful too. This should not, however, be prejudicial to the final evaluation of the schemes thus approved. The remaining items of work, viz., (iii) and (iv) should be shifted from the jurisdiction of the Commissioner to that of the Department for the Welfare of Scheduled Castes and Scheduled Tribes, the setting up of which under the Ministry of Home Affairs has already been recommended by us in connection with the administrative set up at the Central level. The Team recommends that:—

*The Commissioner should concentrate on evaluation of the working of the welfare schemes for the backward classes.*

#### *Type of evaluation*

9. It has been recommended in the chapter on 'Evaluation of Welfare Programmes' that the office of the Commissioner should continue to undertake the evaluation of programmes relating to welfare of backward classes. It has also been emphasised that for this purpose the staff at the Commissioner's office should be duly strengthened. It may be added here that to make this evaluation more effective and true to the requirements it is imperative that the Commissioner's appraisal of the results should not only be confined to the narration of achievements in terms of financial and/or physical targets but it should carry out a qualitative assessment on such important questions as: (a) Whether the programme has really stirred the minds of people and is preparing them towards becoming self-reliant and self-dependent? (b) What is the combined impact of these schemes on the economic, social and educational betterment of people? (c) Whether the policies and the

objectives as also the methods adopted for implementation by the departments, are really effective in producing the desired results? (d) Whether the criteria, being used for measuring the programmes' accomplishments are correct? (e) How far the programme is uniformly helping the most needy and the most neglected (f) Or whether only the most vocal and comparatively more well-to-do people are reaping most of the benefits?

10. For the effective solution of these problems two things are necessary. Firstly, there should be a close liaison between the Commissioner's organisation and the implementing departments at all levels; and secondly, the Commissioner's headquarters office and Assistant Commissioner's offices should have cells for 'field studies' manned by adequately qualified and experienced staff. With this end in view the Team have recommended elsewhere that the Commissioner's organisation should be duly strengthened.

#### *Assistant Commissioners*

11. The Commissioner is assisted in his work by 11 Assistant Commissioners, one of whom is posted at the headquarters and the remaining 10 are incharge of the following regions:—

#### *States*

Assam, Manipur and Tripura  
Bihar and West Bengal  
Bombay (North and South)  
Madras and Mysore  
Madhya Pradesh (East and West)  
Uttar Pradesh, Jammu & Kashmir,  
Delhi and Himachal Pradesh  
Orissa  
Andhra Pradesh  
Rajasthan  
Kerala

#### *Headquarters*

Shillong  
Ranchi  
Baroda  
Madras  
Raipur  
  
**Delhi**  
Bhubaneshwar  
Visakhapatnam  
Jaipur  
Trivandrum

12. The duties of the Assistant Commissioners are:—

- (i) to investigate cases which may be referred to him by the Commissioner or which may be brought to his notice by the local residents;
- (ii) to establish close contacts with the Scheduled Castes, Scheduled Tribes, and other backward classes, with a view to gaining first-hand knowledge of the disabilities under which they live and to educate them about the measures that they should adopt for their welfare;
- (iii) to submit to the Commissioner periodical reports, showing the various facilities available for the Scheduled Castes and Scheduled Tribes, in his region and the disabilities under which they live;
- (iv) to report on the progress of expenditure and of the achievement of the prescribed physical targets from time to time and to investigate and advise on how best the collection of statistical data can be improved;



(v) to report on the adequacy of the resources and personnel employed on the various schemes by State Governments in whom the responsibility for the implementation of sanctioned schemes in backward classes sector is vested;

(vi) to help the State Governments in removing the bottlenecks as may be noticed in the actual implementation of the sanctioned schemes and suggest modifications in existing schemes and undertaking new schemes, where necessary, in the light of local needs; and

(vii) to ensure that cooperation is forthcoming in an adequate measure from the public where the schemes involve public cooperation.

13. In the light of our recommendation made in para 8, it becomes necessary that the items of work mentioned under (v) to (vii) above are withdrawn from the Assistant Commissioners. In fact these are the duties of the State Governments themselves.

14. During the year 1957-58 it was decided that the strength of Assistant Commissioners should be raised to 16 in view of the additional work of evaluation allotted to them. But subsequently, on grounds of economy, 6 vacancies have been held in abeyance. Since we visualise a more intensive type of evaluation to be carried out by the Commissioner's organisation it is of utmost importance that he should be provided with the full sanctioned strength of Assistant Commissioners and the other supporting staff.

15. It is understood that the qualifications prescribed for the post of Assistant Commissioner for Scheduled Castes and Scheduled Tribes are a Second Class Bachelor's Degree of a recognised University with Sociology or Anthropology or Economics or Statistics as one of the subjects with at least two years' experience in a responsible position in development departments or a private undertaking or experience in work connected with planning and administration of welfare schemes in respect of Scheduled Castes and knowledge of more than one language.

16. The post carries a time scale of 600—40—1,000—50—1,150 which is equivalent to that of Class I Officer of the Government of India. These qualifications do not appear to be adequate to draw the right type of personnel who could discharge the functions of evaluation competently. The present incumbents are drawn from a divergent background with the result that every Assistant Commissioner is not able to appreciate the difficulties encountered by the State Governments in the implementation of the welfare schemes for backward classes. Some of them may also not be in a position to give competent and independent advice. It is, therefore, recommended that:—

*Assistant Commissioners for Scheduled Castes and Scheduled Tribes should preferably be drawn from among the I.A.S. or equivalent services from the cadre of a State other than that to which they are required to be posted.*

### **Commissioner's Report**

17. The Commissioner for Scheduled Castes and Scheduled Tribes, in his reports, has often complained that the required information for the compilation of his report is not promptly supplied to his office or his Assistant Commissioners by the State Governments. Further, it has been observed that the recommendations made by the Commissioner in his report often go unimplemented and are thus repeated in consecutive reports. It seems that the welfare work has not been given as high a priority as it deserves in view of the directives of the Constitution. Although some inadequacies or shortcomings in the working of the welfare schemes are pointed out on the floors of the Parliament or the State Legislatures no consequent responsibility devolves on the Government to present satisfactory explanations for them. In order to help the Commissioner discharge his duties more efficiently and effectively it is felt desirable that the Ministry of Home Affairs may direct the State Governments to supply all the information required by the Commissioner promptly and without any avoidable delay. We recommend that:—

*The Report of the Commissioner may present a State-wise analysis and that the Government should issue explanatory Memoranda on the shortcomings and inadequacies pointed out in the Commissioner's Report. The Report and the Memoranda should be discussed in the Parliament and the State legislature every year.*

## CHAPTER V

### SPECIAL PROBLEMS OF SCHEDULED CASTES

#### *Caste system in India and Scheduled Castes*

Many scholars have contributed to the view that the socio-religious history of India has contrived towards the formation of caste system. An objective analysis of caste system reveals that the system is governed by the rules of endogamy and hereditary occupations which in turn have given rise to the ideas of purity of blood and division of labour. While this may have worked smoothly for some period and benefited the society for some time, the hardening of caste prejudices for maintenance of the purity of blood gave birth to the most undesirable idea of untouchability. The untouchables were, at one time, considered by the caste-Hindus as those who have been ordained by God to serve the higher castes in unpleasant, disagreeable and menial tasks. The origin of untouchability as an institutionalised practice cannot be located with any certainty.

#### *Problems of Scheduled Castes*

2. The problems of Scheduled Castes, or the untouchables are, therefore, different in form and in substance, from those of the Scheduled Tribes and of the other backward classes. While educational and economic backwardness is common to all, untouchability and the disabilities arising out of it, are problems peculiar to the Scheduled Castes. At the beginning of the twentieth century the appalling living and working conditions of Scheduled Castes and the growing realisation of the fact that the barriers preventing their growth and development are man-made, aroused human sympathy and the leaders of the country took initiative and interest in the emancipation of lower castes. Gandhiji in particular, focussed the attention of the people on the degrading effects of untouchability. He tackled the problem and brought in a great revolution in the minds of the people.

#### *Intensity of the problem of untouchability*

3. The Constitution of India has specially mentioned the Backward Classes, in general, as a class whose economic interest shall be promoted with special care by the States. In particular, a special provision under the Fundamental Rights has also been laid in the Constitution for the removal of untouchability. In addition, while various laws have been passed by the State Governments to punish certain kinds of actions involving its practice, the Centre has passed the Untouchability (Offences) Act 1955 which has made the offence cognisable and punishable under law, uniformly, throughout the territory of India. The population of Scheduled Castes, as revised on the basis of recommendations of the Backward Classes Commission, is 5.53 crores. Untouchability is still practised in many parts of the country particularly in rural areas. It has been appreciated that while legislation alone will not achieve the results because the evil is intricately woven in the social fabric itself, it must be backed and regularly followed up by persuasion and propaganda for educating public opinion.

### *Policy adopted in the Plans*

4. Bearing these facts in mind, the planners of the country, while drafting a national plan for the entire population of the country, decided that a specific allocation should be made for undertaking propaganda and publicity programmes for the removal of untouchability. The First Five Year Plan emphasised this aspect of the problem of the Scheduled Castes and enunciated a fourfold programme for achieving the objective in view. The programme, as laid down in the First Plan, proposed to eradicate untouchability by—

- (a) Law.
- (b) Persuasive and educative processes.
- (c) Practice of democratic behaviour in social and recreational activities.
- (d) Providing opportunity for self-development, betterment of health, education and economic life.

### *Provision in the First Five Year Plan*

5. With a view to formulating programmes on the basis of the above policy made in the Plan, State Governments provided a sum of Rs. 10 crores and the Centre earmarked an amount of Rs. 4 crores for the First Plan period. The Central Grants were made available to the States rather late in the Plan period i.e. not before the year 1953-54. The Centre also rendered financial assistance to the tune of Rs. 23 lakhs to the recognised all-India voluntary organisations which were already working in the field of welfare of Scheduled Castes for undertaking propaganda and publicity campaigns such as inter-caste dinners and meals, distribution of posters and pamphlets, appointment of pracharaks and subsidy to newspapers and publication of magazines. While public opinion was being mobilised in various parts of the country, caste-Hindus were being persuaded to throw open restaurants, barber shops, temples, schools, drinking water wells etc. to the Harijans. In some cases conviction for discrimination against Harijans was also secured.

### *Provision in the Second Five Year Plan*

6. In the Second Plan Rs. 21·23 crores have been earmarked in the Plans of the States for the welfare of Scheduled Castes. In addition to this Rs. 5·91 crores have been provided under Centrally sponsored schemes for this purpose. Of the total provision of Rs. 27·14 crores, the Plan proposes an expenditure of Rs. 2·08 crores as aid to voluntary organisations for purposes of undertaking propaganda and publicity campaigns against untouchability. The grants given by the Centre to the State Governments and the voluntary organisations were primarily intended for schemes aiming at the removal of untouchability. During the First Plan period, however, the schemes for the sinking of drinking water wells and construction of houses for Harijans in non-municipal areas in the then part B and C States were also aided by the Centre subject to the condition that the schemes did not perpetuate isolation or segregation of Harijans from the general community. In the Second Plan, in addition to the propaganda and publicity schemes, the programmes of economic development and education have also been accepted towards welfare programme for Scheduled Castes. Out of Rs. 72·2 lakhs provided in the Plans of the States for propaganda and publicity schemes,

Rs. 5.27 lakhs were spent during 1956-57 on printing of posters, holding of conferences, melas and exhibitions and appointment of social workers. The Ministry of Information and Broadcasting, Government of India, was also associated with the planning and conduct of propaganda and publicity schemes and they have already produced various feature films and documentaries bearing on this subject. For this purpose the Ministry of Home Affairs placed, at the disposal of the Ministry of Information and Broadcasting, Rs. 63,000 during the First Plan period and Rs. 4.50 lakhs during the year 1956-57. The All India Radio alone broadcast, during 1957-58, 244 programmes bearing on the removal of untouchability. In addition, 47 mobile units working under the internal publicity programmes of the Five Year Plan, organised campaigns against untouchability through films, display of posters and discussions.

*Association of voluntary organisations in the removal of untouchability*

7. While the State Governments have given assistance to local organisations, working in their respective States, to the extent of Rs. 9.86 lakhs in 1956-57 and Rs. 13.23 lakhs in 1957-58, the Ministry of Home Affairs have sanctioned grants under Central Schemes to the tune of Rs. 7.86 lakhs in 1956-57 and Rs. 6.74 in 1957-58 to recognised all-India voluntary organisations. The following expenditure has been incurred by various organisations under Central Schemes during these years:—

Name of the Organisation	(Rs. in lakhs)	
	Expenditure incurred in	
	1956-57	1957-58
1. All India Harijan Sevak Sangh, Delhi	3.36	3.14
2. Bhartiya Depressed Classes League, Delhi	2.79	2.21
3. Ishwar Saran Ashram, Allahabad	0.87	0.74
4. Bharat Dalit Sevak Sangh	0.46	N.A.
Total	7.48	6.09

8. The main items covered by the voluntary organisations during 1956-57 are: (a) throwing open of 1,778 wells, 1,818 temples, 93 hostels and 194 barber shops to Scheduled Castes, (b) organising propaganda campaigns in 1,067 villages, and (c) arranging 429 meetings and 29 cinema shows. During the year 1957-58 the tempo of work has shown considerable increase and the main targets achieved during this year are: (a) throwing open of 3,207 wells, 1,850 temples, 1,802 hostels and 618 barber shops, (b) covering 1,371 villages by propaganda campaign, and (c) arranging 1,272 community dinners, 6,242 social gatherings and public meetings and 136 cinema shows. In addition to these measures, the voluntary organisations have been propagating against the practice of untouchability by distribution of

posters and leaflets and publication of magazines and other literature bearing on this subject.

*Findings emerging out of the field studies of the Team*

9. With a view to assessing the progress made so far in the direction of removal of untouchability, we undertook a field study based on personal interviews conducted in a few selected areas. An analysis of the data thus obtained revealed that: (a) As many as 56.75 per cent Harijan respondents experienced discrimination in public life particularly in regard to seating arrangements and use of common utensils; (b) 56.8 per cent of Harijan respondents expressed hesitation in visiting public places because of resentment of caste-Hindus. (c) 32.4 per cent respondents would not visit public places because of their economic dependence on the caste-Hindus; (d) the religious isolation of Harijans still persists in a considerable degree which is obvious from the comparatively smaller percentage of non-Harijans associating the Harijans in religious activities; (e) the degree of awareness of Untouchability (Offences) Act has been found to be higher among non-Harijan respondents i.e. 77.7 per cent as compared to the Harijan respondents among whom it was found to be 66.6 per cent; and (f) the evil of untouchability exists among the untouchables themselves and 18.3 per cent respondents admitted practising untouchability against lower castes.

*Inadequacy of the programmes*

10. The problem of the removal of untouchability lies more appropriately within the sphere of social reform rather than within the purview of administrative and legal measures. Since Independence, while legislature measures have been introduced and State resources spent on a more extensive scale, the results have not been commensurate with the efforts. The propaganda campaigns undertaken so far consisted of issuing publicity material, holding of inter-caste dinners, and other similar measures. The programmes do not bear a physical content and have been loosely conducted both in terms of area and time with the result that it has been difficult to assess the impact of such work in tangible terms. The Government of India have sanctioned, during the last few years, large grants to non-official organisations for purposes of carrying out publicity and propaganda against the practice of untouchability. While some organisations, which have a long-standing record of substantial service to the Harijans, have made full and proper use of these grants, it is noticed, however, that some organisations of recent origin are engaged mostly in publicity work with the help of the Government grants. It is a matter of common knowledge that the programme of publicity is not a visibly established programme like that of welfare services. Further since the results of such publicity are intangible, it cannot be stated with certainty that the grants spent through these organisations are achieving their objectives. Some revision, therefore, seems to be called for in the policy of grants for such purposes to non-official organisations. A detailed reference has been made in the chapter on the 'Role of Voluntary Organisations'. At the same time, the importance of a programme for educating public opinion is recognised. Such programmes should, therefore, be coupled with other welfare services to bring about in the people's attitudes a change that will last and will be visible in their behaviour towards Harijans.

### **Observance of national, social and religious functions**

11. It is also observed that on the occasion of the celebrations of national days and other social and religious festivals, the general masses of Harijans are not found to be taking active part in the celebrations and the venue of celebrations, in particular, is not found to be near Harijan bastis. Further, there are certain common social functions which are being observed separately by Harijans and then there are functions which are their own and are not being celebrated by the caste-Hindus nor do the caste-Hindus participate in them. The Team recommends that:—

(a) *The Village Panchayats, Welfare Extension Project Centres, Community Development Blocks and non-official institutions should celebrate national festivals such as Independence Day, Republic Day, Children's Day and Martyr's Day in such a manner as to persuade Harijans to actively participate in greater numbers.*

(b) *In regard to the observance of socio-religious functions such as Vijaya Dashmi, Dewali, Pongal, Holi, Ram Naumi, Durga Puja, and Shivaratri, venues should be selected near Harijan basti. The village leadership may give a start by visiting the houses of Harijans on these occasions.*

(c) *Festivals which are observed exclusively by Harijans should be accepted and celebrated as common functions in which all communities should participate on equal terms.*

### **Inter-marriages and adoption of Harijan children**

12. Besides the propaganda and publicity schemes a few positive measures suggested earlier have been in the direction of introducing radical social reforms. The late Shri Thakkar Bapa advocated schemes such as the adoption of Harijan children by caste-Hindus, which was believed to help in the emotional integration of Scheduled Castes and the caste-Hindus. Social reformers have been suggested that inter-marriages between Harijans and other caste-Hindus may be encouraged.

13. The schemes for the adoption of Harijan children by caste-Hindu families was first taken up during the First Plan period in the State of Bombay. In a scheme of this nature it is necessary that a careful selection of the family adopting the child should be made and a close watch maintained on the treatment meted out to the adopted child by the foster parents. This would ensure that the child takes a rightful place in the family. We recommend that:—

(a) *Steps may be taken which may lead to marriages between Harijans and non-Harijans. This should more be an indirect result of a congenial atmosphere that voluntary workers and organisations would have created rather than be the outcome of any direct campaign for this purpose.*

(b) *Social workers and voluntary organisations working in the field of Harijan welfare and social reform should persuade carefully selected caste-Hindus families to adopt Harijan children.*

### *Reward for outstanding work for the removal of untouchability*

14. In order to give fillip to the campaigns undertaken for the removal of untouchability, the Plans of the States have provided for a system of awarding prizes to villages which may be adjudged best in organising these campaigns. It was observed that the claims made by the prize-winning villages were not always sustained after the campaigns ceased. It may be pointed out, in this connection, that while initial efforts for making the campaigns successful should be prompted by zeal and enthusiasm, a follow-up of the efforts is equally necessary in order to maintain the tempo of the success achieved. The Team recommends that:—

*A change should be introduced in the scope and method of awarding prizes for the removal of untouchability. The award need not be restricted to the official campaigns in the villages but should be given to any individual, institution, panchayat or a village rendering meritorious services which may lead to the removal of untouchability.*

### *Encouraging habitation in cooperative colonies*

15. With a view to avoiding segregation, as recommended in the Second Plan, provision has been made both in the Plans of the States and under Central Schemes for setting up housing colonies for Scheduled Castes in the midst of other population. The Commissioner for Scheduled Castes and Scheduled Tribes has also emphasised the desirability of providing housing facilities to Scheduled Castes in mixed colonies where non-Scheduled Caste families are encouraged to live side by side with the Scheduled Castes. It is understood that the scheme for cooperative housing is being extended to rural areas. One of the conditions laid down for State assistance to such cooperatives is that some Harijans should also be enrolled as members of these cooperative societies. This particular attempt would encourage both the Harijans and non-Harijans to live in mixed colonies. It has been reported that very often Harijan members are not enrolled on the plea that none of them is forthcoming. In certain cases, where Harijan members have been registered, no houses have been allotted to them. We recommend that:—

*The condition of enrolling a certain proportion of members from among Harijans should be strictly adhered to. If the Harijans in the neighbourhood are not in a position to join the society for reasons of economic backwardness, a special grant may be given to such Harijans to enable them to become members of the society.*

### *Legal remedies*

16. It may be observed that the measures suggested above for the removal of untouchability are supplementary to the measures recommended in the Plan. Once adopted, they would no doubt go a long way in reducing undue dependence on the law against untouchability. But, at the same time, recourse to legal remedy cannot be altogether avoided. As a matter of fact, wherever possible the voluntary organisations have provided legal assistance to Harijans where conviction for discrimination was secured in the courts. The mere awareness of the existence of such a law, which the field studies undertaken by us have indicated is higher among



non-Harijan respondents, namely 77.7 per cent as compared to Harijan respondents i.e. 66.6 per cent, has proved a deterrent measure with the result that non-Harijans cannot lightly disregard it. While this is one of the positive contributions made by the enactment of this law, certain difficulties have, however, been experienced in operating the law on the subject. One of the most common difficulties of Harijans has been their inability to institute legal proceedings against offenders. This inability arises mainly out of two factors, namely (a) most of the victims who suffer at the hands of offenders belong to the lowest economic level and as such are not in a position to bear the cost of legal action, and (b) most of the Harijans in the villages are dependent upon the caste-Hindus which is clear from the fact that 32.4 per cent respondents have expressed their hesitation in visiting public places because of their economic dependence upon caste-Hindus. In such cases, therefore, Harijans are afraid to take legal action lest they are victimised by caste-Hindus subsequently.

17. The next question that arises is with regard to the securing of evidence of social discrimination. The manner in which cases registered with the police are handled and disposed of is evident from the following tables, showing analysis of the cases dealt with under the Act during the period January, 1956 to December, 1957.

Details of cases challaned

Convicted		Acquitted		Compounded		Still Pending	
1-1-56 to 31-12-55	1-1-56 to 31-12-57	1-1-56 to 31-12-56	1-1-57 to 31-12-57	1-1-56 to 31-12-56	1-1-57 to 31-12-57	1-1-56 to 31-12-56	1-1-57 to 31-12-57
149	87	106	39	156	86	163	221

Total number of cases registered with Police

Total		Challaned		Not Challaned	
1-1-56 to 31-12-56	1-1-57 to 31-12-57	1-1-56 to 31-12-56	1-1-57 to 31-12-57	1-1-56 to 31-12-56	1-1-57 to 31-12-57
693	496	599	432	94	64

18. Thus a good number of the offenders are not apprehended. Out of those apprehended, conviction takes place in a small number of cases; the largest number continues to remain pending. In fact, where all these difficulties are overcome it is generally found that the offender gets away with a light punishment which amounts to no more than mere detention till the rising of the court. Thus the provisions of law fall short of requirements. While the maximum punishment has been prescribed, a minimum has not been laid down. We have also examined the question of compoundability of these

offences outside the courts of law. We are aware that some times extraneous pressure is brought to bear upon Harijans to withdraw or to compose such cases outside courts. However, in our opinion, this provision is generally to the advantage of the village community. If legal action is pressed to its logical conclusion, Harijans may get justice but in the process may lose the goodwill of the caste-Hindus. As the economic life of Harijans is inter-twined with that of caste-Hindus, it will always be advisable to make the offenders realise their mistake by social conciliation rather than by a verdict of a court of law. The Team recommends that the following measures would adequately strengthen the law so as to make it sufficiently deterrent:—

(i) *The first offence should be tried summarily so that justice is not inordinately delayed.*

(ii) *The minimum fine in the first offence should not be less than Rs. 50.*

(iii) *For the second offence the fine should not be less than Rs. 200 together with compulsory imprisonment for not less than one month.*

(iv) *Second offence should not be compoundable.*

(v) *Panchayats can play an effective role in the removal of untouchability. The question of investing them with adequate statutory powers in this regard should be examined.*

#### *Segregation on the basis of occupation*

19. The division of Indian society into four functional groups or varnas has assigned, to each group, specific occupations which were rigidly defined for them. The Shudras had to serve the other three groups by doing menial jobs for them. At a later stage, Vaishyas, who could not keep to their defined standards of service, were also placed in the category of Shudras and joined them in performing menial jobs.\* While they were engaged in removing the night-soil, sweeping the compounds, lanes etc. and carrying the dead animals, the other connected and follow-up jobs such as flaying or skinning of dead animals, tanning of leather were also taken up by them. The higher castes, with a view to maintaining purity of race and birth, segregated this particular section of the population and condemned them to live in isolation. This idea of their segregation on the basis of occupation is corroborated by the field-studies of Research Unit, where it has been noticed that overwhelming majority of the respondents consider sweepers and chamars to be the castes which are most severely subjected to the social evils of untouchability. The lower castes were not only not allowed to touch the higher castes but were also prohibited to come within a specific distance of the higher caste. Harijans who practise these unclean occupations are worst victims of the evils of untouchability. A reference to this social evil would not be complete without a mention of the practice of untouchability within the Scheduled Castes themselves. There again, it is the castes following the unclean occupations which suffer

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\*Backward Classes Commission, Volume I, Page-17.

most at the hands of other Harijans. It would stand to reason that Harijan community and its representative bodies which are working towards the removal of untouchability would lend further moral support to their campaign by removing, in the first instance, this practice among themselves.

*Scavengers' living and working conditions and the recommendations of the Backward Classes Commission*

20. The Scavengers Living Conditions Enquiry Committee set up by the Government of Bombay to study into and to suggest ways and means for improving the living and working conditions of the scavengers submitted its report in 1958 wherein some important and useful recommendations have been made. Some of these recommendations were referred to various State Governments, for them to implement these in their respective States. It has been observed that some of the State Governments viz., Madras and Mysore and the Administration of Manipur and Tripura have already implemented some of these recommendations. Similarly on the basis of the recommendations made by the Backward Classes Commission for improving the working and living conditions of the Bhangis, the Ministry of Home affairs have requested the State Governments, to provide Bhangis with clean residential accommodation, introduce upto-date hygienic methods of removing night-soil and give them training in the methods of sanitation and cleanliness. The Government of India have offered assistance to municipalities to replace the open baskets, in which the night-soil is carried on the head, with wheel barrows. In the year 1957-58 grants to the extent of Rs. 9.84 lakhs for this purpose were given by the Centre to 595 municipalities/local bodies in the following States:—

Sl. No.	Name of the State/ Union Territory	Grants-in-aid sanctioned during 1957-58 (in Rs.)	Number of Municipalities, Local Bodies etc. who have taken advantage of the scheme of grants-in-aid for introducing handicrafts and wheelbarrows for removal of night soil.
1	Bombay	1,64,000	132
2	Madras	30,000	200 (approximately)
3	Assam	41,000	7
4	Rajasthan	93,000	28
5	Kerala	76,000	17
6	West Bengal	1,02,500	20
7	Orissa	39,000	10
8	Uttar Pradesh	1,49,000	72
9	Mysore	92,000	38
10	Punjab	1,32,000	52
11	Himachal Pradesh	3,000	6
12	Delhi	39,500	6
13	Pondicherry	6,000	4
14	Jammu & Kashmir	17,000	3
Total		9,84,000	595

21. The total number of municipalities/local bodies in India is estimated at 2,240 and of them only 595 have been covered by the grant. It can, therefore, be stated that not all municipalities/local bodies could take advantage of the offer because the condition was to introduce this reform in the entire area under the municipal jurisdiction. This was so because in certain areas the service lanes are so narrow or that the latrines are so awkwardly constructed that it is difficult for municipalities to change the current practice without taking up other major schemes for town improvement. The Team recommends that:—

(a) *The Central and the State Governments should increase their share of grants to municipalities to enable them to abolish, within a specified period, the practice of carrying night-soil in open baskets on the head.*

(b) *Wherever possible scavenger-free latrines should be installed. This could form an important activity of the programmes of slum clearance, town improvement and new habitation.*

(c) *The condition of assistance, which insists that municipalities should introduce the reforms in the entire areas under their jurisdiction, should be relaxed or waived. Also wherever wheel-barrow or hand-carts cannot be introduced, tightly covered portable buckets may replace the baskets.*

#### *Unclean occupations*

22. As regards the Harijans engaged in the various processes of hide and leather industry, the position is somewhat different. In certain areas there was a move to desert this occupation. This resulted in considerable unemployment and hardship among the Harijans. When the village or district authorities took up the trade, they organised it on very sound commercial lines and actually made substantial profits. Tanning and leather industry is probably the fourth biggest industry in the country and as such it is important not only to the national economy but also to those who earn a living out of it. In this connection it may be useful to point out that if the prejudices of caste-Hindus against working in particular professions are removed by making the profession attractive both from the point of its content and returns, the stigma of untouchability involved in associating with such a profession would diminish. It would be desirable, therefore, to invite caste-Hindus to work in these occupations.

23. Our attention was drawn to a report on the subject submitted to the Government of Uttar Pradesh by a committee appointed by them. That committee has made some very useful recommendations which deserve the attention of other State Governments as well. They would possibly find a good number of these recommendations useful for implementation, if necessary with suitable modifications, in their own States. We recommend that:—

(a) *Leather and tanning industry should be reorganised in such a manner that others may also be attracted to take up various occupations in the industry without dislodging those already engaged in them.*

(b) Government should extend all possible facilities to the cooperatives to establish flaying and tanning centres outside village boundaries.

(c) (i) Scientific methods should be progressively introduced so as to eliminate or minimise the 'unclean' part of the various processes in the leather and tanning industry.

(ii) Sufficient safeguards should be provided so as to reduce the incidence of occupational hazards or diseases prevalent among the workers in the industry.

(d) Cooperatives should be organised with substantial Government support for the purpose of raw material and sale of the finished products of the tanning and leather industry.

### **Housing**

24. The necessity of improving the housing conditions of Scheduled Castes arises out of the fact that (a) in some States they are constructed on lands which do not belong to them, (b) their dwellings are devoid of elementary hygienic standards, and (c) their low huts are placed in a corner of a village segregated from the other population.

25. In rural areas Scheduled Castes are under the constant fear of being evicted from land on which their houses or huts stand. This is so in spite of the fact that the law is on their side and if they wish they can always seek its protection. But, as explained earlier, because of their economic dependence on the caste-Hindus, they are usually not in a position to do so. With a view to enabling them to construct houses on their own land, the Central Advisory Board of Harijan Welfare recommended that the Government should provide for housing sites for Scheduled Castes. A few States have, however, made provision in their Plans for providing house-sites. The main problem of ejections, which is frequent in rural areas, has also to be considered in this connection. Securing of suitable house-sites and protection of those on which Harijan houses are constructed, are the twin problems which considerably endanger the success of this scheme. Most of the State Governments have enacted laws to provide safeguards against these difficulties. Yet in the rural areas where people are not generally aware of the provisions of these laws, possibility of disregarding them is very high. In certain States, e.g. Punjab and in the Union Territory of Delhi, lands, accruing in process of consolidation of holdings, have been allotted to Harijans both for agricultural and residential purposes.

26. With regard to the other two aspects of the problem it may be stated that while the later problem of minimum standards is not restricted to Scheduled Castes alone, it merits a special consideration because among the slums, the Harijan bastis constitute the worst. The field research studies undertaken by us reveal that in very few cases arrangements have been made for the disposal of domestic refuse, scavenger services and drainage and that the condition of general sanitation is not satisfactory in the colonies.

27. Because of these considerations, the problem of housing of Scheduled Castes is more important than that of Scheduled Tribes. It is observed, however, that during the First Plan period, out of a total expenditure of Rs. 216 lakhs on the housing programme, only

16 per cent was spent on housing the Scheduled Castes. In the First Plan emphasis was laid on the propaganda and publicity schemes. In the Second Five Year Plan, in addition to the propaganda and publicity schemes, housing and other economic development programmes for Scheduled Castes were also incorporated. In better appreciation of this problem in the Second Plan a provision of Rs. 646.4 lakhs has been made for Scheduled Caste housing in the total provision of Rs. 823 lakhs. It is proposed to construct 93,300 houses under the Plans of the States and 36,000 houses under Centrally-sponsored schemes. The programme of housing provided in the Plan for Scheduled Castes is proposed to be undertaken by giving subsidy to the Scheduled Caste families who would be required to contribute towards the construction of the house both in cash or in kind and in the shape of manual labour. In this connection it may be necessary to state that in raising the new constructions for Scheduled Castes greater attention has to be paid to providing amenities both by way of water supply, proper drainage and vocation. The field studies undertaken by us indicate that, in most of the States, houses in the rural colonies have been built by the residents themselves with State assistance and occupied on ownership basis. In one or two cases the houses have been built entirely by the State and given on rent-free basis to the Scheduled Castes. The States' share of contribution in the construction of houses built with State assistance consists of:—

- (a) Free house sites,
- (b) technical guidance, and
- (c) help in the shape of construction material and cash.

The beneficiaries have contributed in the shape of labour and material. In the case of colonies in municipal areas, 11 colonies out of 16, have been built by the State and the houses allotted to persons on rent-free basis, 3 colonies were built by the residents themselves with State assistance and occupied on ownership basis and in two colonies houses were built by the residents without State assistance.

28. In the case of colonies in rural areas 61.6 per cent respondents have been provided with pucca houses and 33.4 per cent with kutcha ones, whereas in colonies in municipal areas 77.1 per cent respondents have been provided with pucca houses and 22.9 per cent with kutcha houses. Further in the case of rural colonies 73.3 per cent respondents have stated that there are no arrangements for the disposal of domestic refuse, 83.6 per cent have stated that there exist no scavenger services, 61.6 per cent have informed that there is no drainage in their colonies and 52.7 per cent have mentioned that general sanitation is unsatisfactory.

29. In the case of municipal colonies, 38.1 per cent respondents have stated that there are no arrangements for the disposal of domestic refuse in their respective colonies. 55.2 per cent respondents have stated that there are no scavenger services in their colonies, 42.8 per cent respondents have mentioned that there is no drainage system, 48.6 per cent respondents have stated that the condition of general sanitation is unsatisfactory and another 9.5 per cent describe it as 'very poor'. It is noticed that houses built by or for Harijans are not maintained properly if they are given the status of tenants

or lessees. Only when the allottee knows that he is eventually going to be the owner he takes proper care of the house.

30. While the problem of inadequacy of housing standards is important in itself and calls for fullest attention, the problem of segregation assumes greater significance because of its bearing on the problem of untouchability. The best of welfare measures for Harijans would lose their value if they directly or indirectly encourage segregation and consequently perpetuate untouchability. One of the most cardinal principles of Harijan welfare scheme is, or at any rate ought to be, to enable the Harijans to take their rightful place alongside the rest of the community. No measure of improvement in the economic conditions or in education can bring about this integration if the Harijans are kept in physical isolation indefinitely. References have been made under each appropriate scheme to this principle and yet it will bear repetition to put in a word of caution that integration rather than segregation should be the over-riding keynote of all measures for the betterment of Harijans.

31. The living conditions of some categories of the Scheduled Castes residing in urban areas are in no way better than those obtaining in rural areas. Particularly deplorable are the houses of the municipal sweepers and scavengers. Bombay State had given a lead in this respect by passing in 1949 the Bombay District Municipal (Amendment) Act and the Bombay Municipal Borough (Amendment) Act whereby construction and maintenance of residential quarters for their conservancy staff was made obligatory on the local bodies. Financial stringency has been claimed as the main reason by most municipal bodies for not making any appreciable progress in this behalf. The Team recommends that:—

(a) *In the construction of new colonies or in the development of new suburbs and townships, mixed habitation of Harijans and non-Harijans should be encouraged by reserving a certain proportion of house-sites or houses for Harijans.*

(b) *Wherever free house-sites are provided, care should be taken to see that their location is such as would promote integration rather than segregation of Harijans from the rest of the community. This should apply in all cases of assistance whether by grants or loans.*

(c) (i) *In the first instance, the basis of assistance for housing should be rationalised. Those below a particular income level should be given outright grants and those above, subject to a maximum, should be given incentives by way of loans on easy terms.*

(ii) *A maximum and a minimum should be fixed in accordance with regional considerations.*

(d) *The amount of assistance must be fixed in accordance with the local conditions such as in the case of building material and transport. But there should be no variations in the size of the amount within the same area.*

(e) *Labour should be provided, as far as possible, by the grantees themselves.*

(f) *It must be ensured that the Harijans are not evicted from the land, or from the houses constructed thereon. It should be the duty of the local and district authorities to ensure this and they should be given the necessary powers to deal with this problem effectively.*

(g) *A special provision should be made in the appropriate law that the transfer of ownership of a house from a Scheduled Caste individual to any other should be deemed as valid only when certified as a bonafide deal by the appropriate authority.*

(h) *In regard to the provision of quarters for the sweepers and scavengers who are municipal employees it must be made an obligatory duty of local bodies and the Central and State Governments should provide substantial contributions towards the schemes.*

(i) *Once this assistance is provided, a time limit must be set within which all municipalities and corporations should provide housing of a suitable standard to all members of their conservancy staff.*

(j) *The municipal colonies must provide for various income groups in all departments and should not be restricted to sweepers and scavengers or to employees belonging to the lowest income bracket. Each colony should, however, reserve an adequate number of housing units for the conservancy staff.*

(k) *Standing arrangements should be provided to ensure the proper maintenance of these colonies so that they do not deteriorate into slums.*

(l) *In all housing schemes cooperative effort should be encouraged as compared to assistance to isolated individuals. This would facilitate civic amenities and community services.*

### *Drinking water wells*

32. It is common knowledge that the provision of adequate pure drinking water is as much necessary for mere existence as it is for the maintenance of health. This is true, in particular, of Scheduled Castes who not only suffer in common with others for want of water facilities but who, because of their social disability, are also deprived of existing water facilities obtaining in various areas. It may, therefore, be stated that a problem which represents the acutest symptom of the malady of untouchability is that of the provision of perennial and protected drinking water supply to Harijans. As in the case of housing, it is for them not only a question of scarcity of drinking water in the rural areas but also an additional one of deprivation of the available water.

33. In appreciation of this problem the First and Second Five Year Plans have already provided for sinking and repairs of wells and construction of tube-wells and water tanks. 4,500 wells were sunk during the First Plan period. In the Second Plan it is proposed to sink 23,400 wells both under State Plans and under Central schemes. The Home Ministry has been giving subsidy to the State Governments for this purpose and the value of subsidy given depends



upon the cost of the construction of a well at a particular place. The major portion of the costs is covered by the beneficiaries contributing towards the construction in the form of labour. The amount of subsidy given for the construction of drinking water wells varies from area to area but is not found to be adequate in many areas where the water level is deep or the soil is rocky.

34. One of the measures undertaken under the scheme for removal of untouchability was the provision of separate drinking water wells for Harijans. While this mitigated their hardships, to a certain extent, it only accentuated separatism. Wherever common public wells were provided it was found that most often it were the Harijans who could not take advantage. The Team recommends that:—

*(a) The problem of providing perennial supply of protected drinking water should be tackled as such without reference to the removal of untouchability.*

*(b) (i) In places where Harijan bastis are separate, convenience of Harijans must be given first priority in deciding upon the location of wells.*

*(ii) In areas where mixed habitation exists or is encouraged, the location would depend upon common convenience.*

*(c) Financial assistance for construction of wells should be regulated according to the cost of construction in varying local conditions.*

## CHAPTER VI

### DENOTIFIED COMMUNITIES

#### *Historical background*

During the early days of British regime the Criminal Tribes were dealt with under Regulation 26 of 1793. The enactment of the Indian Penal Code in 1860 did not make any change. The Criminal Tribes Act was passed in 1897. It was later consolidated into the Central Act of 1924. In 1925 the total population of these notified groups was estimated as about 40 lakhs, out of which only 1,08,000 were registered. In 1950 the estimate was 22.68 lakhs, though only 77,159 were registered. According to 1951 official records the estimated population of these groups was 25.64 lakhs consisting of about 127 groups. These people were kept in colonies, sometimes fenced with barbed wire and under strict vigilance of the police. Quite often they were made scape-goats for undetected crimes. In these settlements, the registered persons were interned for a prescribed period during which they were taught agriculture or certain handicrafts like carpentry, weaving, tailoring and ban-twisting. Adult literacy classes were organised and 'moral' instruction was also arranged in these settlements. In some settlements cooperative credit societies were also organised. However, the settlement area was enclosed by barbed wire fencing and the movement of settlers was restricted to only that area. Thus, these notified groups had to wear a dark cloak of notoriety around them. This deprived them of all channels of employment. Landless among them, who were again in great majority, were thrown to the winds.

2. Some of the Denotified Tribes who were settled for long were becoming restive and had started making representations for the relaxation of restrictions placed on them. Prominent among them was a large group settled at Sholapur in Bombay State. Supported by some outside elements they had gone to the extent of defying the rules of the Settlement. A sudden repeal of the Act, without an alternative provision for the maintenance of the tribe, would have resulted in a relapse into the ways of crime. So, the Government of Bombay appointed the Criminal Tribes Act Enquiry Committee in 1937 with very wide terms of reference. The real change, however, came in the Government policy after attainment of Independence. In 1947, the popular Government of Bombay appointed another Committee to inquire into the problems of Criminal Tribes and to suggest ways and means of rehabilitating them without holding them in bondage.

#### *New approach after Independence*

3. On attainment of Independence, the new Government realised the injustice of 'dubbing', as it were, a whole community as 'criminal' without exception even of children. Apart from being repugnant to the fundamental principles of jurisprudence, it was socially

unjustifiable and nationally wasteful to maintain a whole community, generation after generation, in bondage. The new government was quick to have the position examined thoroughly with a view to finding out the most national and just method of dealing with a people who were brought up on different social values.

#### *Periodical review*

4. Accordingly, the Government of India appointed a Criminal Tribes Enquiry Committee in 1949 to review the working of the Act and suggest modifications or repeal. The Committee held that the provisions of the Act were against the spirit of the Constitution which enjoins that no person can be considered guilty unless he is proved to be so in a court of law. Under the Act, the whole tribe was dubbed as criminal. Thus when a child was born he was considered to be criminal from the very beginning and on his attaining the age of majority he was automatically registered even though he might have been totally innocent. The Committee, therefore, suggested that the Act should be repealed and replaced by a Central legislation for providing for the surveillance and control of the habitual offenders on individual basis. The Criminal Tribes Act was, accordingly, repealed throughout India with effect from 31st August, 1952, by enacting Criminal Tribes Laws (Repeal) Act, 1952, and the restrictions imposed on those people were withdrawn. The Government of Bombay had earlier taken a similar step. They had replaced the Criminal Tribes Act 1924 with the Habitual Offenders Restriction Act which was placed on the Statute Book on the 31st December, 1947. Section (23) of the Act provided that, on a date to be notified within two years of the enactment of the new Act, the Criminal Tribes Act would cease to apply to the State of Bombay. Subsequently, certain tribes were denotified, the settlements were closed and ultimately on 30th August, 1949, the new Act completely superseded the old one. This new legislation was meant to keep effective control over hardened criminals irrespective of the community to which they belonged. Only those persons who commit three or more offences within a specified period are notified as habitual offenders and their movements are restricted and they have to report their presence to the police at fixed intervals. Whenever necessary they are treated under the ordinary law of the land.

#### *Welfare measures*

5. The Act had its positive side also. The settlements and reformatories made the settlers amenable to discipline and helped them to improve their social and economic status to some extent. However, in the working of the Act, greater emphasis was laid on the enforcement of the security provisions than on provisions relating to the reclamations of these tribes. Inadequate as those provisions were, the Act worked mainly as a preventive and partly a punitive measure and no concerted efforts were made to rehabilitate these classes socially and economically on a permanent basis.

#### *Findings of the Backward Classes Commission*

6. The Backward Classes Commission, which made a study of Denotified Communities in 1955, observed in its report that while these communities had shown signs of improvement as a result of

Government measures, more persistent efforts are needed to achieve appreciable results. The Commission, *inter alia*, made the following recommendations:—

- (1) The nomenclature of these classes may be changed from 'Criminal' or 'Ex-criminal' tribes to 'Denotified Communities'.
- (2) These communities may be divided into Scheduled Tribes, Scheduled Castes and other backward classes for getting the benefits available to the categories concerned.
- (3) These communities may be distributed into small groups in towns and villages where they will ultimately come into contact with other people and will eventually be assimilated in society.
- (4) Normal instruction together with basic education followed by vocational and technical education at secondary level should be given to them. The children of criminal groups should be removed from their parents on attaining the age of seven and should be put in suitable hostels.

7. After the legal withdrawal of the limitations and restrictions in 1952 that overshadowed the lot of the Denotified Communities, their case presented a problem which in essence is socio-economic in nature. The first was to wean them away from the criminal tendencies, particularly the younger generation and remove the stigma attached to them and secondly, to put before them openings to useful occupations which would make it possible for them to live honourably. With these two points in view the total allotment under the First Five Year Plan both at the Centre and the States for these communities and the other backward classes was Rs. 3.5 crores. By the end of the First Five Year Plan about 17 settlements and 30 colonies had been set up; more than 36,000 families had received assistance for agricultural development; 113 co-operatives had been organised and 337 industrial centres set up for their benefit. About 290 educational centres and schools were established for the children of the former Criminal Tribes.

8. Denotified Communities consist of several groups which may broadly be divided into 2 sections (1) nomadic and (2) settled. The nomadic group includes gypsylike people while the settled and semi-settled groups trace their descent from "irregular fighting men" who were uprooted from their original homes on account of invasions or political upheavals, in the distant past. The report further states that, "these traditional rural groups with their caste panchayats, definite training for crime and provision for protection against injury or death, maintain a remarkable code of discipline, mutual loyalty and rigid formalities and rituals which lead to group solidarity. Before settlement in colonies, they used to make a living by hunting, selling jungle products, exhibiting bear and monkey dances, snake-charming, selling medical herbs and other goods and supplemented these earnings by begging. In some communities the

womenfolk used to sing and dance and they are often used in securing the information required for committing a crime". The innate spirit of adventure inherited from their forefathers together with extreme poverty, lack of openings for better economic conditions and also other psychological factors, led them to take to criminal practices which later became a tradition and a part of their heritage.

9. In 1955, towards the close of the First Five Year Plan period, after visiting several colonies of these Denotified Communities in the various States, the Backward Classes Commission realised the difficulties of rehabilitating these people. A keen anxiety on the part of these communities to advance came as a big contributory factor. Many members of the groups desired to lead an honest life. It was found that these groups were generally intelligent, hardy and persevering. The Second Plan provides an allocation of Rs. 3.12 crores for the welfare of Denotified Communities out of which Rs. 2.02 crores is under the State sector and Rs. 1.10 crores is allotted for the Centrally sponsored schemes. The major schemes are housing and educational development. According to the Plan there is a provision of Rs. 1.22 crores for rehabilitation and housing and there is a proposal of constructing 8,157 houses for colonisation and rehabilitation of 15,246 families. About Rs. 20.54 lakhs were spent during 1956-57 and 1957-58 for the construction and repair of 2,641 houses.

10. A sum of Rs. 87.5 lakhs has been earmarked for educational development in the Second Five Year Plan. The aim is to open 52 Ashram Schools, 67 Sanskar Kendras and balwadis to wean away children from criminal tendencies. More than one lakh students will be given scholarships and other educational concessions. The expenditure for the year 1956-57 and 1957-58 was Rs. 17.9 lakhs. During this period 32 Kendras were inaugurated and 26,520 students were given stipends and scholarships.

11. The analysis of the data collected by our Research Unit in 14 colonies in 5 States shows that the percentage of literacy amongst the Denotified Communities is 46.6, of which 23.2 percent have reached upto the secondary level and 2.7 per cent upto matriculation. The percentage of literacy amongst older as well as new generation is highest in the State of Madras and lowest in Rajasthan. The literacy among children is also low in West Bengal. The percentage of literacy among children in five States is 68 per cent. Facilities for education seemed to be present in all except in one colony in Madras and one in West Bengal and 50 per cent of the colonies seemed to have facilities for social education.

12. The children in most cases remain with their family among people of older generation some of whom are not yet out of their criminal tendencies of the past, which permeate into them. The data collected shows that only 10.8 per cent of the school-going boys and girls are kept in hostels, away from their homes in a healthy atmosphere. This will help to free the community from the hang-over of the dark past.

13. The economic programme for the welfare of the Denotified Communities in the Second Five Year Plan can be subdivided under the heads of agriculture and cottage industries. For the practice of agricultural economy families are given land for cultivation and subsidy for the purchase of agricultural implements, seeds, live-stock etc. In Orissa each family is given 5 bighas of land for cultivation. In Dhalkat colony, West Bengal 10 bighas are given. The quantity and quality of land varies from State to State. Centres for training in cottage industries were opened during 1956-57 and 1957-58 and 541 families were given aid for the purpose. Cooperatives have been set up in 3 colonies in Bombay State and in one colony each in Madras and West Bengal. The research studies show that the results achieved from the above programme are not at all satisfactory. After a study of 150 cases it is seen that 3·3 percent of them fall in the income group of Rs. 1—250 per year, 47·3 per cent in Rs. 251—500 per year, 34·7 per cent in Rs. 501—1,000 per year and 14·7 per cent in Rs. 1,001 and above per year.

14. It is evident that the economic programmes are far from the expected goal as yet. One of the reasons is that the main crafts taught in the training centres are spinning, weaving and tailoring, neither of which seem to be of any interest to these people nor is it of much value in the way of giving them an income to keep them up. These people are intelligent and some of the groups have a traditional aptitude in certain directions. For example the Sansis in the Punjab are good at basketing (chhaj making) and rope making etc.

15. The analysis of the data received from various States by our Research Unit shows that Social Education facilities exist in 50 percent of the colonies, but this does not seem to be adequate for the fulfilment of the object.

16. Apart from agriculture and cottage industry another possibility of leading a life of honest means can be by getting employed in Government services, private firms, factories etc. But even though the Act has been repealed and theoretically there is no bar to getting employment yet the stigma attached to those belonging to these communities does not make it easy to secure them employment. Trust often begets trustworthiness. It was seen in a colony in West Bengal that the most notorious man was entrusted with the task of looking after paddy which was given to these communities for husking by the Government of West Bengal by way of providing means of income to the people and it was seen that there was no misuse whatsoever. The personnel dealing with these people should be specially competent to create confidence. No information has so far been received as to the success of the co-operatives, which have been opened in negligible number so far.

We recommend as follows:—

(a) *A correctional and welfare approach as against a penal one should be adopted in practice towards the rehabilitation of the Denotified Communities.*

(b) *The habitual criminals among them should be isolated and treated under the ordinary law of the land.*

(c) The economic programme should go hand in hand with a dynamic and suitably oriented programme of social education so as to wean them away from socially undesirable tendencies.

(d) The substantive economic content should be provided in the welfare programmes for Denotified Communities keeping in view the adventurous spirit and traditional skills that prevail among them.

(e) Where production-cum-training centres meant for backward classes in general are not easily accessible to them, separate production-cum-training centres should be started in the denotified community settlements, opening out to every individual three avenues of gainful employment:

(i) work as an individual artisan;

(ii) seeking employment in any vocation or trade in private or public sectors; and

(iii) organisation of producers co-operatives or industrial co-operatives.

(f) With a view to removing the stigma attached to these tribes in the past, the Government should give a lead in offering them employment in Government.

(g) Community welfare centres should be opened in all these settlements with particular emphasis on programmes for children's and women's welfare so that they can be moulded into a new way of life.

(h) Opportunities may be provided to children, about seven years of age, to study in hostels away from settlements. The measures should be so adopted as to provide new education to the children of these communities without alienating them from these families.

## **PART IV .**

### **ADMINISTRATION, TRAINING AND EVALUATION**





## CHAPTER I

### ADMINISTRATIVE SET-UP

#### **Need for an integrated set-up at the Central level**

Social services have come to assume a certain position of priority and importance with Independence and particularly after the ideal of a Welfare State was accepted in the Constitution. Social welfare, however, it must be said, has not come to be regarded yet as a separate field which would require an angle and emphasis distinct from the rest of the social services. As a result we find that at present various social welfare subjects are dealt with in different Ministries (*vide* Annexure XI). The plans and policies of social welfare have not had, therefore, the advantage of an integrated approach and direction. The objective of integration cannot be achieved, we feel, through departmental coordination, which can be effective only upto a certain point.

2. In so far as welfare of backward classes is concerned the schemes are now being administered exclusively in the Ministry of Home Affairs with the exception of scholarships which are handled by the Ministry of Education.

3. Many State Governments have established welfare departments. This is a growing trend. We expect other State Governments would follow suit. This reflects the need for the integration of social welfare subjects in a single administrative authority at the Centre.

#### *Future pattern: Social Security*

4. Further there are certain emerging factors that have entered into our consideration. With the fast pace of industrialisation envisaged in the Plans and the gradual elimination of the authority of caste and customs, new social forces are bound to come up. The interaction of these forces is likely to bring about varied and complex social problems that will cover a much larger section of the community than at present. It follows that there will be need for specialised techniques to deal with these problems. These, we consider, cannot be left to be handled in different Ministries as part of the normal development programmes and should necessarily be evolved through a single agency. That agency may be termed as 'Welfare and Social Security'. We visualise that these will be a part of the programme of social security which will gradually extend to wider sections of the general community.

5. In considering the schemes for the welfare of backward classes we have recommended the application of the economic criteria for assistance to 'other backward classes' and also to the groups within the Scheduled Castes and Scheduled Tribes. We have also said that with the progressive application of such criteria to the general community, a system of assistance based on need rather than on

birth and other considerations will come about. In effect, the present pattern of assistance will, we believe, resolve ultimately into a scheme of social security which will ensure individuals in the society against the disabilities arising out of unemployment, old age, accident, destitution, physical or mental incapacity, etc. At that stage there will be no separate category of backward classes; the need for a separate organisation to deal with their welfare would have then ceased to exist. Limited social security measures have already been taken up in organised industries and it is only a matter of time when such measures will be taken up on a national level.

### *Financial implications*

6. In terms of finance, the setting up of a Ministry of Welfare and Social Security at the Centre will not, it is considered, entail an additional burden to the Exchequer, except for such new programmes as may have to be taken up. On the other hand, in so far as the welfare programmes are concerned integration will achieve a substantial measure of economy as the activities will be brought under self-contained units in one Ministry which ordinarily will require to be manned by a lesser number of staff. The magnitude of the funds administered by such a Ministry will not also, we feel, be disproportionate to the extra administrative cost involved in setting up a new Ministry. Even now the re-appraised provision in the Central and State Plans for social welfare and welfare of backward classes is to the tune of Rs. 19 crores and Rs. 83 crores respectively. It is evident that a sum of much larger magnitude will be administered by a Ministry of Welfare and Social Security, which would compare quite favourably with the Plan outlay on subjects handled by other Ministries (as for example, the Ministries of Labour & Employment and Scientific Research & Cultural Affairs, each one of which handles a programme of Rs. 24 crores).

### *Present context*

7. When we think about the feasibility of setting up a Ministry of Welfare and Social Security at the Centre on the above lines, in the present context, we have to take into account that it will involve a major administrative re-organisation which may require changes in the light of future developments. Since the pattern of future developments cannot be clear until those developments take place, it would be as well to continue with the present organisation and adapt them to future needs as they arise. Moreover, in the present stage of their development welfare of backward classes has a different texture and meaning from social welfare. Until the economic criteria can be established for the welfare of backward classes, it would be as well to keep the administrative machinery for this subject at the Centre distinct from the machinery meant for social welfare. The Ministry of Home Affairs has been responsible at the Centre for the backward classes for the last 12 years. It has established a tradition of authority and sympathy which a major administrative change would lose. The Constitution also provides a special responsibility for the Commissioner for Scheduled Castes and Scheduled Tribes. Therefore, in the present context of the problem, it would be advantageous to retain an arrangement which has functioned effectively in close liaison for so many years. The time to consider changes at the

Centre may arise as the economic criteria can be progressively applied.

8. The States, however, represent the level of action. We have, therefore, recommended integration at the State level because it is more urgently required there. Throughout our recommendations we have recommended a coordination of machinery at the executive level. So far as the Centre is concerned, there are other interests of the backward classes, mainly constitutional safeguards, which are the responsibility of the Ministry of Home Affairs. There is thus an advantage in keeping their welfare within that Ministry's domain.

9. Since we have suggested that the welfare of backward classes should remain the responsibility of the Ministry of Home Affairs, a separate Ministry for Social Welfare at the Centre would not be a feasible proposition either administratively or financially. The subjects which we have proposed for immediate coordination in the Department of Social Welfare under the Ministry of Education are too few to justify the creation of a separate Ministry at the present stage. Furthermore, as regards social welfare, much of the actual executive work involved at the Central level is already the responsibility of the Central Social Welfare Board. The Department as such will have only a limited executive responsibility; for the most part it will share with the Planning Commission responsibility for making policy, leaving it to the Central Social Welfare Board to execute it on the national plan. Keeping in view emergent factors, we feel that the recommendations adequately meet the needs of the present situation.

10. In view of the above factors, we would consider it advisable to bring about a limited integration for the present by placing certain subjects on social welfare together in a separate Department in the Ministry of Education and of setting up a Department in the Ministry of Home Affairs to deal exclusively with the welfare of backward classes. Virtually, the change that we contemplate is that certain social welfare subjects being handled now by the other Ministries should come within the purview of this Ministry which may appropriately be redesignated as the "Ministry of Education and Social Welfare". We, therefore, recommend that:—

*(a) Social welfare subjects (excluding the welfare of backward classes) should be brought under one administrative agency at the Centre. A separate Department may be set up immediately for the purpose under the Ministry of Education which may be appropriately redesignated as "Ministry of Education and Social Welfare".*

*(b) The Department for the welfare of Scheduled Castes, Scheduled Tribes and other backward classes may be set up under the Ministry of Home Affairs.*

#### **Subjects to be handled by the proposed Departments**

11. We have considered carefully the subjects that could be immediately integrated in a separate Department in the present Ministry of Education. The subjects chosen are such that they have a major

social welfare content and should, with advantage, be handled by the Social Welfare Department with such assistance and coordination with other Ministries as may be necessary. There are several other subjects in the field of social welfare which have been kept for the present outside the purview of this Department in consideration of the fact that administratively and from certain other points of view, these should continue to be handled by other Ministries, though the Social Welfare Department has to be brought into the picture in an effective manner. The means by which such coordination should be attempted has been dealt with later in this chapter. The subjects that we consider should, at present, be integrated in the Social Welfare Department are given in Annexure XII. In so far as the Department for the Welfare of Backward Classes is concerned, we do not contemplate any change in the allocation of subjects as all the schemes for the welfare of backward classes with the exception of the scholarship schemes which are now being handled in the same Ministry. In the matter of scholarships we have suggested a substantial transfer of responsibility to the State Governments. The question of transferring the subjects from one Ministry to the other at the Central level does not, therefore, arise.

#### *Need for flexibility in the executive authority*

12. In recommending the setting up of a separate Department of Social Welfare we would like to point out that it is not our intention that it would exercise any sort of departmental control over the Central Social Welfare Board. On the other hand, we have been anxious to ensure that the present autonomy of the Board is maintained and placed on a formal basis, as we have recommended elsewhere. We envisage that the proposed Department will lend strength to the Board in terms of policy, personnel requirements, etc., in a manner not achieved in the present arrangements. We also hope that in setting up the new Departments both in the Ministry of Education and the Ministry of Home Affairs, the Government will introduce certain basic changes in the working of the executive machinery so that it attains a measure of flexibility essential to welfare administration.

#### *Functions of the proposed Social Welfare Department*

13. In considering the functions of the proposed Social Welfare Department we have been anxious to see that they do not overlap the functions of the CSWB or the State Governments. The proposed functions, as detailed below, are only meant to be such as would go to strengthen the hands of the CSWB as also the State Government in the execution of the various programmes. They would also include, as we have said earlier, certain new activities in matters relating to policy which comes legitimately within the purview of this Department. At present these functions are not being handled by any Ministry or Department.

#### *Administration of a national social welfare policy*

14. At the outset we would like to point out that the major drawback in the administration of the social welfare schemes is that there is as yet no comprehensive and clear-cut national social welfare policy. Unlike, as in other fields of development, there has been no

attempt so far to state in clear terms the objective aimed at, the priorities among different fields of welfare and the target of achievements in terms of the number of beneficiaries and the degree of benefit. The administration of such a policy and its reorientation from time to time in the light of the changing socio-economic pattern should be one of the primary functions of the proposed Department. In this connection we may state that we are aware of the fact that the overall planning and policy making in all matters is done by the Planning Commission and the National Development Council. Nevertheless, it is in the individual Ministries, where the preliminary thinking on the subject is done. It is a similar role that we contemplate for the Department concerned with the welfare subjects.

### *Social Welfare Legislation*

15. Social welfare legislation in the States has been taken so far in a rather piecemeal and haphazard manner. Some of the major States like Bombay, Madras, West Bengal and Uttar Pradesh have certain Acts covering the problems of beggary, vagrancy, juvenile delinquency, etc. It has, however, been noticed that some of these Acts have been somewhat out of date or are not properly enforced, with the result that the problems remain mostly unresolved. Further, so long as some States do not have similar Acts in operation, the offenders have been known to escape punishment by migrating from one State to another. This situation would also arise if the provisions of an Act on the same subject are at variance with each other in the different States. The administration of the Acts dealing with beggary and vagrancy is particularly illustrative of the difficulties mentioned above. The proposed Department, we feel, could take up this responsibility by suggesting legislation to the State Governments on different matters on a uniform basis, subject to local adaptations, by reviewing the implementation of the Acts from time to time and suggesting changes that may be necessary in the light of experience, and by making available such expert technical guidance as may be required.

### *Planning of social welfare schemes to be executed by the State Governments*

16. Apart from welfare administration relating to correctional and preventive legislation some State Governments have schemes having a positive social welfare content. An account and consideration of these activities is contained in an earlier chapter. We would, however, like to point out here that many of these activities do not compare to a national or regional pattern—related to the needs of the people. As a result there are fields and areas which come into conflict with or overlap the activities of the CSWB or the voluntary organisations. For example, the Government of Uttar Pradesh have a scheme similar to Welfare Extension Projects run by the CSWB. Similarly, the Womens' Welfare Department in Madras provides certain institutional services, e.g., service homes such as are run by the voluntary agencies. There is no doubt that credit must be given to these governments for having done pioneering work in this field. However, we feel that in the interests of economy and efficient utilisation of resources, it is not

desirable that parallel machineries, undertaking the same work in the same area, should continue to exist. The proposed Social Welfare Department at the Centre will, we believe, be in a position to advise the State Governments in this direction and to plan and suggest the schemes to be taken up by the Government.

### *Social research*

17. Promotion of social research is a subject which has not received adequate attention so far. There is some provision for Social and Economic Research administered by the Research Programmes Committee in the Planning Commission. The funds are allotted out of this provision to various institutes and organisations having arrangements for research. It is, however, seen that the bulk of this amount has been spent on grants for economic research, and the assistance for social welfare research as such has been rather limited. There is an Advisory Board on Social Welfare under the Ministry of Education to advise on and organise social welfare research. But we have noticed that due to the limited funds and the inadequacy of follow-up arrangements it has not been very effective so far. We would, therefore, suggest that the proposed Department at the Centre may give greater attention to this matter and organise and assist research on social problems and welfare services in a systematic and planned manner. The agency of the Advisory Board referred to above may be utilised for this purpose, but the planning and direction will have to flow from the proposed Department.

### *Constitution and administration of a cadre of social welfare personnel*

18. The question of the training of welfare workers has been examined by us at length elsewhere and it has been recommended that cadres of social welfare personnel should be set up both at the Central and State levels and for manning the welfare services at the supervisory grade. We consider that the Social Welfare Department at the Centre would be in the best position to constitute and administer the Central cadre in terms of personnel requirements, laying down of qualifications, conditions of service, etc., though the recruitment will have to be made through the Union Public Service Commission.

19. *The functions of the proposed Social Welfare Department may, therefore, be stated as under:—*

- (i) *Administration of a national social welfare policy.*
- (ii) *Initiating, reviewing and watching implementation of social welfare legislation by the State Governments.*
- (iii) *Coordination of social welfare schemes of the State Governments on a broadly uniform pattern.*
- (iv) *Promotion of social research.*
- (v) *Constitution and administration of a Central cadre of welfare administrators.*

### *At the State level*

#### *Need for integration*

20. The administrative set-up relating to welfare services in the States presents a varied and a rather confused pattern. A few States,

such as Rajasthan and Mysore, have a single department incharge of both social welfare and welfare of backward classes. In Bihar, there is a department designated as the Welfare Department which deals exclusively with the welfare of backward classes and the social welfare subjects are dealt with in various other departments. In certain others, such as Madhya Pradesh, Punjab, West Bengal, etc. there are separate departments for these two subjects. But even where separate departments have been set up for social welfare and welfare of backward classes, the allocation of subjects differs widely between different States. In Bombay, the subjects of labour welfare and social welfare have been brought together under the Labour and Social Welfare Department. In Madras, there is a Department of Women's Welfare, and in Kerala, there is a Directorate of Women's Welfare functioning under the Department of Planning and Development. But many social welfare schemes in these States are being dealt with under several other departments, as for example, development, health, home, etc. A statement showing the departments dealing with social welfare and welfare of backward classes in the States and the items covered under each is given in Annexure XIII.

*Unified Welfare Department with separate wings for Social Welfare and Welfare of Backward Classes*

21. We consider that the existing arrangement of administering the welfare subjects in the States is not conducive to the efficient functioning of the programmes. To start with, it is difficult to evolve a common approach towards welfare programmes and have a common policy if the subjects are distributed over various departments. Further, the welfare schemes now being administered by several departments are interdependent, to a very large extent, and need to be coordinated suitably. But the process of coordination between different departments on matters closely allied to each other are, more often than not, likely to lead to a diffusion of responsibility and delay in the implementation of the schemes. The liaison between the Central Government and the State Governments in social welfare subjects is also bound to be difficult if the departments dealing with social welfare subjects, have to deal with a multitude of departments in the States, differing widely from one State to another. We have, therefore, come to the conclusion that there is the necessity of having welfare subjects integrated in a single Department at the State level. We would, therefore, recommend that:—

*A Unified Welfare Department in each State dealing with Social Welfare as also the Welfare of Backward Classes should be set up. We, however, consider that the executing machinery for Social Welfare and the Welfare of Backward Classes should be kept separate.*

22. This is necessary as the schemes for the welfare of backward classes that cover the entire sector of development are of a nature different from the social welfare schemes which have predominantly a welfare content, and also because there is a need for having a separate State counterpart to the Department in the Home Ministry dealing with the welfare of backward classes. It is envisaged that while matters of policy relating to welfare, the training and recruitment of welfare personnel, social welfare legislation, etc. will be handled at the departmental level, the execution of the schemes for



social welfare and welfare of backward classes may be entrusted to separate Directorates or Executive Wings as the case may be. We would also recommend that:—

*Where the allocation of funds, the quantum of work or the proportion of population makes it necessary, the States may consider the desirability of setting up a separate Department of Harijan or Tribal Welfare without prejudice to the provisions of Article 164(1) of the Constitution.*

As at the Central level, we consider that the present method of working of the executive machinery in the States makes for a certain rigidity which is not conducive to welfare administration. We would, therefore, recommend that:—

*The State Governments may bring about the required flexibility in administration by reorganising the methods and procedure in their Directorates dealing with welfare services or by setting up Boards with a certain measure of autonomy and executive responsibilities.*

#### *Subjects to be handled by the Welfare Department*

23. The subjects to be handled in respect of the welfare of backward classes will not be different from those now being administered in the respective departments in the States. On the Social Welfare side, however, various schemes now being administered by the different departments will have to be taken over by this Department. The subjects that may be handled by this Department would be the same as indicated in respect of the Social Welfare Department at the Centre, as listed in Annexure XII.

#### *Functions of the Welfare Department: General approach*

24. The functions of the proposed Department in relation to the subjects to be administered by it follow more or less from the functions in respect of the Social Welfare Department at the Centre which we have dealt with earlier. In considering these functions we have taken care to see that there is no overlapping of responsibility between this Department and the State Social Welfare Board. Our attempt has been to ensure that the Boards are effectively supported in their working by the Departments in terms of direction, technical advice and guidance. We have also tried to see that the functions detailed for these Departments are such as would make them effective instruments of policy and planning devised at the Central level.

#### *Execution of social welfare schemes*

25. So far as the execution of the welfare schemes is concerned, we have already said that the Department should concern itself primarily with the administration of correctional and preventive legislation and that they should also execute certain schemes having a positive welfare content. These schemes should be such as have not been taken up so far or are not in a position to be run by the Central Welfare Board or the voluntary agencies due to limitations of resources, personnel or other factors.

### *Social Welfare Legislation*

26. The Department should also take up social welfare legislation on an over-all planned basis as we have pointed out earlier. We envisage that while planning may be best done at the Central level, the initiative should come from the State Governments in suggesting new legislation, bearing on the problems in the State. The enforcement of the Acts will also naturally be the responsibility of the State Government.

### *Registration of welfare institutions*

27. We have recommended elsewhere that the grants-in-aid programme of the State Government should be integrated with that of the State Board on a system of recognition and registration of institutions based on minimum institutional standards. The legislative measures to be adopted for this purpose and the executive machinery to administer them should, we feel, come within the sphere of the proposed Department.

### *Administration of maintenance grants through the State Boards*

28. In considering the rationalisation of the grants-in-aid administration we have also pointed out the need for payment of maintenance grants by the State Governments in a certain proportion of the total expenditure of the institutions as a supplement to the development grants paid by the Central Board. We envisage that the administration of these grants through the State Social Welfare Boards would be one of the functions of the Welfare Department.

### *Promotion of Co-ordinating Councils of voluntary organisations*

29. We have made a recommendation to the effect that co-ordination of welfare services in the voluntary sector should be one of the functions of the CSWB and its agencies, and have suggested the setting up of Co-ordinating Councils by the State Governments in consultation with the State Boards. It will be one of the functions of the Department to promote the setting up of such Councils on the advice of the State Boards, which should also provide the liaison between voluntary organisations and the State Governments in this respect.

### *Constitution and administration of the State cadre of welfare personnel*

30. As in the Central field, it has been proposed to have a separate cadre of welfare personnel at the State level. The constitution and administration of the cadre will, it follows, be one of the functions of the proposed Department.

31. *The functions of the proposed Department may, therefore, be stated as follows:—*

(i) *Initiation and execution of welfare schemes other than those undertaken by the State Social Welfare Advisory Boards.*

(ii) *Social welfare legislation.*

(iii) *Introduction of the system of recognition and registration of institutions based on minimum institutional standards.*

(iv) *Administration of maintenance grants to voluntary social welfare institutions through the State Boards.*

(v) *Promotion of Co-ordinating Councils of voluntary organisations on the advice of the State Boards.*

(vi) *Constitution and administration of a cadre of social welfare administrators at the State level.*

### *Status of the Director of Backward Classes Welfare*

32. As we have said earlier, there will be two separate wings or directorates, as the case may be, for the implementation of the social welfare schemes and the schemes for the welfare of backward classes. It is envisaged that the Directorate of Social Welfare will mostly be in direct charge of the execution of schemes while the Directorate of Welfare of Backward Classes will mostly be a co-ordinating department. The details of the manner in which co-ordination has to be achieved have been brought out by us later in this chapter and the chapter on Financial Administration. In suggesting that the Directorate should be mainly of a co-ordinating nature, we are anxious to see that while the schemes are executed by other departments this Directorate should be in a position to ensure the proper and timely execution of the schemes. It has come to our notice in this connection that, in certain States, the Directors dealing with the welfare of backward classes have not been able to work effectively in this direction and the execution of certain schemes has sometimes gone by default. This is perhaps due to the fact that there is nothing in his status nor in the powers of the department itself which can make for a due compliance of the instructions issued from the department to officers of other departments executing the schemes at the district level. We would, therefore, recommend that:—

*The Director for the Welfare of Backward Classes or Tribal Welfare, as the case may be, should be vested with the powers of a Joint or a Deputy Development Commissioner and may be designated as such. We believe that the Director will then be in a position to exercise an overall authority over the execution of the development schemes for the backward classes and to ensure that the money disbursed to other departments for this purpose is fully and properly spent.*

### *Advisory Bodies at the Central and State levels*

33. We have considered at length the role of the Central Social Welfare Board and the State Boards in the shaping and execution of social welfare schemes. These bodies have a definite role assigned to them and do not function primarily in an advisory capacity. Their present legal position is somewhat anomalous but we have recommended that the Central Board should be given the status of a statutory autonomous body. We have also suggested that the State Boards should be full-fledged executive bodies at the State level and should cease to be termed as "advisory" as at present.

### *Central Advisory Boards for Harijan Welfare and Tribal Welfare.*

34. *Functions.*—In so far as the welfare of backward classes is concerned, we have two advisory bodies at the Centre, namely, the

Central Advisory Board for Harijan Welfare and the Central Advisory Board for Tribal Welfare. These Boards consist of 30 and 24 members respectively, nominated by the Union Home Minister, who is also the Chairman of both these Boards. The tenure of membership is for one year. In his report for the year 1957-58, the Commissioner for Scheduled Castes and Scheduled Tribes has observed that for the year 1958 these Boards were not re-constituted till late in that year. They meet once or, if necessary, twice a year. Recommendations made by these Boards are circulated to State Governments for necessary action. Members of these Boards are also co-opted as members of the respective State Advisory Boards depending upon the State to which the member belongs. We have observed that the recommendations of these Boards have been generally valuable and useful. But the Boards have functioned so far more as forums of discussion than in the responsible capacity of being co-sharers in the formulation of the welfare plans. Rather it has been brought to our notice by some of the representatives of backward classes that the major ills of the schemes for backward classes flow from the fact that the representatives of these classes and particularly the tribals have not been taken into confidence in the drawing up of the development plans. In our view it is essential that these bodies which represent the backward classes and are acquainted with their particular problems and attitudes should have a more effective voice in the formulation and execution of the plans.

*In concrete terms we would, therefore, recommend the following functions to be exercised by them, namely:—*

1. Association with planning;
2. periodical assessment of the work of various welfare schemes; and
3. consideration of the difficulties encountered by beneficiaries in the actual operation of the various welfare schemes.

35. *Composition and tenure.*—Further, in view of the wider functions proposed for these Boards it should be ensured that these Boards are truly representative and also have an element of expertise. We, therefore, recommend that:—

*The composition of these bodies may be revised as follows:—*

- (a) 1/3rd from among the M.Ps. (Tribal representatives in the case of Tribal Welfare and Harijan representatives for the Board for Harijan Welfare).
- (b) 1/3rd from among social workers.
- (c) 1/3rd from among the social scientists.

*With the revised composition and the extended functions it is necessary that these Boards should meet more frequently than at present. Further, in order that a certain measure of continuity is assured to the Boards, their tenure of membership should be extended to at least two years\* with a provision for re-nomination of a certain proportion of members.*

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*This has since been done.*

### *Advisory Boards at the State level*

36. The composition of Advisory Boards for the welfare of Scheduled Castes, Scheduled Tribes, etc. at the State level is more or less similar to that at the Central level. In certain States they do not yet have such advisory bodies. We would recommend that:—

*These Boards should be constituted by all the States as soon as possible so that they function as effective counter-parts to the Central bodies in the execution of the welfare schemes. In line with the functions envisaged for the Central bodies, the functions of these bodies should also be expanded similarly so that they function with greater responsibility and the welfare plans are brought on a footing of a measurable and recognised popular association. So far as the composition goes, the pattern of representation should also be on the lines suggested for the Central Board with the only difference that there should be Members of Legislative Assemblies and/or Legislative Councils in place of Members of Parliament.*

### **Administrative set-up at the district level**

37. Administrative set-up in the field, at the district and lower levels, on social welfare and welfare of backward classes presents a varied and complex pattern. There are District Welfare Officers in most of the States but their duties and functions are divergent, almost basically, in some of the States. For example, the District Welfare Officer in Madras deals exclusively with Harijan welfare and the District Welfare Officer in Bihar deals with Tribal welfare. In Bombay, the District Welfare Officers are supposed to deal both with the welfare of backward classes and social welfare though in actual practice they deal with the welfare schemes of backward classes almost exclusively. In Andhra Pradesh, there are Social Service Officers at the district level who are charged primarily with the welfare of backward classes. In Madhya Pradesh, there are welfare officers at the district level both for backward classes and social welfare but the latter have very limited functions, the bulk of the social welfare schemes being hand'ed by other departments. The instances given above are only to illustrate the complex and rather irrational arrangement that is obtaining at present.

38. We need not reiterate that social welfare as well as welfare of backward classes need an integrated approach. With the integration of social welfare and welfare of backward classes that we have proposed towards this end we find it necessary that the set-up at the district level should also conform to a broadly uniform pattern. It may not always be possible to have two separate officers to deal with social welfare and welfare of backward classes but we would recommend that there should be a clear demarcation of functions in the two fields wherever they are combined in one person.

### *District level officers for backward classes*

39. On the side of the welfare of backward classes, the duties of the District Welfare Officer will be mostly of a co-ordinating nature, as we envisage that in so far as the schemes for backward classes are concerned, it will be best to have them administered through the respective development departments, the planning and co-ordination being in charge of the Welfare Department. In other words we do not commend the system in Madhya Pradesh and Kerala where the

department in charge of welfare of backward classes has a full quota of officers and machinery for the implementation of the development schemes for the backward classes. This, we feel, is not conducive to economy and efficiency and encourages the idea of segregation. We would, therefore, suggest that the District Collectors should be in overall charge of the implementation of the welfare schemes for these categories. Being officers of sufficient status and experience, they would be able to supervise the execution of these schemes in a co-ordinated and expeditious manner. However, the District Welfare Officers for backward classes should have the important function of assisting the Collector in the implementation of the schemes and of reporting progress from time to time to the Welfare Department. With this broad arrangement in view we recommend that:—

*The following duties and functions of the District Collectors and the District Welfare Officers for backward classes:—*

(a) *The Collector should be in overall charge of supervision and co-ordinated of all welfare schemes in the District Funds should be transferred from the Welfare Department to the Collector in respect of all schemes with the exception of those mentioned in (c) below, for the implementation of schemes.*

(b) *Apart from such schemes as the Welfare Department may frame, the District Level Committee may be encouraged to originate schemes based on local needs.*

(c) *In respect of supra-district schemes, moneys may be transferred direct to implementing departments.*

(d) (i) *In respect of schemes in (b) above, execution will proceed directly under the supervision of the Collector.*

(ii) *In respect of schemes under (c) above, the execution will be through the implementing departments. These arrangements will have to be incorporated in standing orders in accordance with which the local officer of implementing departments will automatically act under the Collector's instructions.*

(e) *To assist the Collector in all welfare schemes which need to be executed in the district, there should be a full-time District Welfare Officer for each district. He should have a status and adequate powers to be able to discharge effectively the functions mentioned below:*

(i) *In addition to other duties which would normally devolve on a District Welfare Officer, he may be empowered to acquire land and allot it for purpose of house sites and for agriculture.*

(ii) *He should also arrange for free legal aid in respect of offences arising out of Untouchability (Offences) Act, 1955, unauthorised ejectment, harassment or fraud by money-lenders, etc.*

(f) *Staff under the District Welfare Officer should be adequate both in numbers as well as qualifications in relation to the volume and nature of work in the district.*

*Association of non-officials at the district level*

40. District Planning Committees have by now become a normal feature of developmental administration at the district level. It is expected that in the near future these will be replaced by Zila Parli-

shads which will be in charge of all developmental and welfare activities in the districts. As for the welfare of backward classes, the present position is that there are separate district welfare committees for Harijans, Scheduled Tribes, etc.; only in Uttar Pradesh, the functions of the district welfare committees are looked after by sub-committees of the District Planning Committees. This leads to an outlook of segregation and does not conform to the principle that the development planning and execution should be handled by a single agency for each unit of administration. It has been said that since the District Collector is generally the Chairman of both the District Planning Committee and the other committees, there is no danger of overlapping or conflict. But in our opinion integration in the person of the District Collector does not go far enough and it is essential that popular representatives should also be made to feel that they function as a whole for the welfare and betterment of the entire community within the unit. At the same time, we think, it is necessary that for some time at least the special needs of the backward classes should be provided with certain safeguards, as the general community which has not given them a fair deal so far, may not be inclined to give priority to their welfare needs. We, therefore, recommend that:—

*The District Planning Committees may themselves constitute special sub-committees for Harijan Welfare, Tribal Welfare, etc. according to local requirements. The composition and functions of these sub-committees should be regulated more or less on the lines of the functional sub-committees of the Block Panchayat Samitis as proposed in our recommendations later. We would also like to stress here that there are certain aspects of backward classes' welfare which should receive close attention at the hands of the District Committees. These would ensure, among others, the proper observance of forest rights and the retail and wholesale rates in the local weekly markets, for which they may have local committees consisting of non-official leaders and local officials. These committees should also have sufficient powers to intervene effectively in case of suspected exploitation of tribals.*

#### *District level officers for social welfare*

41. Unlike as in the case of District Welfare Officers for backward classes, the officers at the district level on social welfare will be incharge of the implementation of the various welfare schemes. But since the bulk of the programmes of social welfare in rural areas will be handled through the agency of the Project Implementing Committees and the block organisations, the functions of these officers will be limited to the execution and supervision of certain social welfare schemes sponsored and instituted entirely by the State Governments. Thus the management of the State orphanages, beggar homes etc., wherever they exist, will be in supervisory charge of these officers. But it will be useful to have a close link between the official welfare schemes and the schemes organised through non-official bodies so that there is a constant inter-change of ideas and a suitable deployment of the welfare personnel to mutual advantage. We find that in Madras, the Assistant Women

Welfare Officers at the district level are also Members of the Project Implementing Committees and this experiment appears to have been working well. We would recommend that:—

*This may be the pattern for other States also and the District Social Welfare Officers may be co-opted as Members of the Project Implementing Committees operating in the Districts.*

### **Organisation at the block level**

42. The principle of democratic decentralisation, as recommended by the Team on Community Projects and National Extension Service (CP & NES), has been accepted by most of the States. We also feel that the popular representatives at the lowest unit of administration should be entrusted with the welfare and development of the community within that unit.

#### *Welfare schemes for backward classes*

43. In so far as the welfare of backward classes is concerned, it may be recalled that the CP & NES Team have recommended the formation of separate functional sub-committees for (a) Scheduled Castes; and (b) Scheduled Tribes. We have given serious consideration to the need of ensuring that the members of the functional sub-committees are really representative and effective. It will have to be borne in mind that for many centuries the interests of backward classes have suffered at the hands of the very community which is now proposed to be invested with statutory authority and to act as the guardian of the special interests of backward classes. We are, however, confident that once the process of democratic decentralisation takes roots, the fundamental good sense of the community will prevail. In the interim period, we will have to strike a balance between democratic decentralisation and the provision of adequate safeguards for the special interests of the backward groups. The following arrangement is, therefore, recommended by us:—

(a) *Nomination of members to the functional sub-committees of the Block Panchayat Samitis need not be restricted to the members of the Block Panchayat Samitis and should include other leading Harijans or Tribals in the area as also trusted and tried social workers devoted to the cause of the welfare of Harijans or Tribals.*

(b) *In all cases, the statute should lay a definite responsibility for the welfare of Scheduled Castes and Scheduled Tribes on the Samitis and a portion of the budget should be earmarked for carrying out specific welfare activities for their benefit.*

(c) *A certain minimum number of Harijan or Tribal members, as the case may be, should be prescribed in the composition of functional sub-committees of the Block Panchayat Samitis.*

(d) *As an additional safeguard, the list of members of the functional sub-committees should be approved by the District Magistrate and he should be authorised to ensure that the amount set apart for the welfare of these groups is spent fully and properly for the purpose for which it is meant.*



### *Welfare Schemes for rural women and children*

44. In so far as welfare programmes for the rural women and children are concerned our attitude has been basically the same but we have taken advantage of the existence of the Project Implementing Committees for some time now in the field, and have recommended, in the relevant chapters, the continuance of these committees to deal with these programmes. We have, however, envisaged that by the end of the Third Plan period certain services, now being administered by the PICs, can be taken over by the Block Panchayats and it is with this end in view that we have recommended the selection of a proportion of members in the PICs from the Block Panchayats. It is considered that the effective association of block representatives in the execution of the rural welfare programmes will ensure better co-ordination between the blocks and the PICs and will pave the way for the eventual transfer of responsibilities.

### **Co-ordination of Administrative Agencies**

45. After having dealt with the administrative set-up at all levels we would like to say a few words about the nature and process of co-ordination between the different Ministries and Departments and the autonomous Boards that may be adopted on the administration of subjects having a welfare aspect. There is no doubt that the area of co-ordination on welfare schemes will be narrowed down considerably by the consolidation of a number of welfare subjects in separate administrative units in the Centre and the States. Nevertheless, there will be several points of contact between the Ministries and Departments concerned both on subjects which will be handled by the proposed Social Welfare Department/Welfare Departments and those handled by other Ministries/Departments. It will, therefore, be desirable to evolve suitable methods of co-ordination so that the welfare programmes or the welfare aspects of the normal development programmes are properly planned and implemented.

### *Social Education*

46. To start with, we may deal with a few subjects dealt with by other departments which have aspects of welfare. Taking up the subject of social education we find that though it would come within the purview of the Department of Education at the Centre, under the proposed Ministry of Education and Social Welfare, the Social Welfare Department will have to be associated in devising the scope and methods of the programmes in the co-ordinated welfare extension projects. We are glad to find that some attempt towards co-ordination has already been made in this direction. There is a Co-ordination Committee of the Ministry of Community Development and the Ministry of Education for this purpose of which the Chairman, Central Social Welfare Board, is also a member. This Committee, we understand, deals with matters relating to the training of Social Education Organisers and programmes of work relating to the educational needs of the rural population. We find, however, that the functions of the Social Education Organisers in relation to welfare have not yet been properly defined. On the other hand, it has been brought to our notice that these officers are engaged in miscellaneous work not related specifically to social

education. We believe that with the setting up of the proposed Social Welfare Department more attention would be given to this matter. We would also recommend that:—

*It would be desirable to reconstitute the existing Co-ordinating Committee by the addition of the Secretary and the required number of officials of the Social Welfare Department. The Minister for Education and Social Welfare may appropriately be the Chairman of this Committee. Similar Co-ordinating Committee may also be appointed at the State level.*

### **Family planning**

47. Similarly, on family planning we envisage that the training of the technical personnel and the technical aspect of the schemes must come within the purview of health authorities. But the operation of the schemes in the field through the CSWB, as has been recommended by the Team, or through other agencies, should be planned in association with the Social Welfare Department, the Central Social Welfare Board and their counterparts in the States. The staff for the purpose would also have to be placed at the disposal of such departments or Boards as the case may be. We would recommend in this connection that:—

*The Central Family Planning Board should take on its body representatives of the proposed Social Welfare Department, apart from the Chairman, Central Welfare Board, who is already a member of the Board.*

### **Emergency relief measures**

48. The immediate relief of distress in emergencies, such as flood, famine, etc., is a matter that is best handled by the State authorities. But the subsequent rehabilitation in society of those seriously affected is one that should be legitimately handled from the social welfare angle. We feel that the planning of such schemes through the State or voluntary agencies should rest with the Social Welfare Department and the execution be in the hands of the State Welfare Departments in association with the respective Boards. However, since the effectiveness of rehabilitation measures would depend mostly on the success of the initial steps taken towards relief to the victims, it would be necessary to have a close co-ordination between the Ministry of Home Affairs and the respective administrative departments in the States, the Central Social Welfare Department and the State Social Welfare Departments. The association of the Central Social Welfare Board and the State Boards is also necessary in so far as the organisation of work through voluntary agencies is concerned. We would, therefore, recommend that:—

*The planning of rehabilitation schemes following emergencies may be made by an ad hoc committee consisting of representatives of the Central Social Welfare Board, the Department of Social Welfare and the Ministry of Home Affairs as also the State Welfare Departments and the State Welfare Boards of the concerned States.*

## Community development

49. There is a particular need for co-ordination in the sphere of work of the Ministry of Community Development and the development departments in the States, as community development in a block covers all aspects of development. We have made detailed suggestions towards a closer co-ordination between the block authorities and the project implementing committees towards better administration of welfare programmes and have also envisaged that the co-ordinated welfare extension projects should be the pattern of rural extension services in future. There is, however, the need for proper co-ordination between the welfare agencies of the community development authorities at the policy-making level both at the Centre and in the States. At present co-ordination is sought to be achieved through the representation of the Ministry of Community Development on the Central Social Welfare Board and the representation of the Central Social Welfare Board on the Women's Advisory Committee of the Ministry of Community Development. With the setting up of a Social Welfare Department there has also to be a system of co-ordination at the ministerial level between this Department and the Ministry of Community Development in the formulation of policies and the planning of programmes. This is particularly necessary as, apart from the programmes of work in co-ordinated projects, we have suggested a suitable reorientation in the existing welfare programmes in the block so that they ultimately fit into the pattern adopted in the WEP. We would, therefore, recommend that:—

*It will be best to have joint meetings of the Women's Advisory Committee, the Central Social Welfare Board and the Social Welfare Department from time to time under the aegis of the Ministry of Community Development to plan the social welfare schemes in the block area as also the programmes in co-ordinated projects.*

We envisage that the functions of the Women's Advisory Committee will cease when the Welfare programmes in the block area come to be handled by the Project Implementing Committees under the co-ordinated pattern.

## Rehabilitation of the physically and mentally handicapped

50. The Rehabilitation of physically and mentally handicapped and of the T.B. and leprosy patients, which is a subject dealt with by the Health Ministry, covers two successive stages, namely, the rehabilitation from the medical standpoint aimed at bringing the patient near normal conditions as far as possible and the measures taken towards rehabilitating them in the society following discharge. There are certain physio-therapeutic and medico-social centres under hospital administration to take care of the first stage of rehabilitation. These should continue to be so but best results would be achieved if they are manned by social welfare personnel. The rehabilitation work taken up subsequently by aftercare or follow-up agencies functioning outside the hospital administration should, however, come entirely within the purview of the Social Welfare Department. Apart from the inter-Ministerial and inter-

Departmental co-ordination that may be brought about in the day-to-day implementation of work, we would recommend that:—

*Initially a Study Group, consisting of the representatives of the Health and the proposed Department of Social Welfare, may be set up to devise the appropriate manner in which the process of treatment and rehabilitation could be co-ordinated at the Central level, and to demarcate responsibility between the different departments.*

#### **Mechanism of co-ordination—Central level**

51. We have dealt with, in the foregoing paragraphs specific subjects on which the need for co-ordination is particularly felt and have tried to suggest the manner in which such coordination may be attempted, defining *inter alia* the areas of responsibility of the respective departments. But apart from it, we feel the necessity of a regular mechanism of co-ordination between different departments and Ministries both at the Central and State levels on all development schemes or programmes having a welfare aspect and all welfare schemes which need to be looked after by the departments dealing with development, law and order, etc. at some stage or the other. We have considered the various processes of co-ordination attempted so far in the Ministries. Formal consultation on files, exchange of sanction lists and copies of letters issued, periodic conferences, *ad hoc* consultative committees appointed on specific matters, and standing committees to meet at certain intervals, are some of the methods that have been followed. It seems to us that the fast pace of development required in the plans calls for the institution of a system which will bring about quick decisions, obviate the necessity of reference to a higher level and will not tend to prolong consideration of the issues. We have, in this connection, noticed the existence of Co-ordination Committees presided over by the Minister and consisting of Secretaries and Advisers of the concerned Departments, in certain Ministries like the Ministry of Community Development and the Ministry of Commerce and Industry. We feel that such Co-ordination Committees have been able to achieve a fair amount of success in resolving difficulties faced in the execution of schemes, and are capable of producing better results than the other methods referred to above. We would, therefore, recommend that:—

*The Social Welfare Department should set up a Standing Co-ordinating Committee presided over by the Minister of Education and Social Welfare and consisting of the Secretaries and Advisers of the concerned Ministries and Departments to co-ordinate and take decisions on schemes of the Social Welfare Department to be dealt in some aspects by other Ministries and Departments and vice versa. These committees should meet at least quarterly every year.*

#### **Co-ordination on welfare schemes for backward classes**

52. In so far as the schemes for backward classes are concerned we feel that the Ministries other than the Ministry of Home Affairs should be more closely associated with the planning of the schemes than as at present. For one thing, these schemes cover the entire field of development handled by the respective Ministries on different subjects, and it will be best to utilise the expertise of such Minis-

tries for a proper planning of the special schemes for the backward classes. Secondly, we find that there is no correlation at present between the benefits accruing to the backward classes from the general development schemes and those specially assisted by the Ministry of Home Affairs. This, we feel, is essential if it is to be ensured that the backward classes should get their legitimate share of development schemes, apart from those specially assisted by the Ministry of Home Affairs. In order, therefore, that the schemes for backward classes are framed in the proper perspective of the general development schemes aided by other Central Ministries we would recommend that:—

*Co-ordination Committee consisting of the representatives of all Central Ministries concerned with the development schemes should be constituted by the Department of Welfare of Backward Classes under the Ministry of Home Affairs, which would review the working of the development programmes in relation to the welfare of backward classes and suggest such changes as would be necessary from time to time.*

#### *Mechanism of co-ordination at the State level*

53. As at the Central level, the general mechanism of co-ordination in the States should be on the pattern of Standing Co-ordination Committees that we have referred to above. Inter-Departmental Co-ordination Committees exist at present in some States, e.g., Orissa and Rajasthan. In Orissa, there exists a State Development and Co-ordination Committee with five sub-committees dealing with different subjects like agriculture, rural development, industries, social services, etc. Each sub-committee deals with matters connected with a subject assigned to it in complete detail and sends its recommendations for ratification of the main Co-ordination Committees in various spheres. We would suggest the adoption of this procedure by other States also, and would recommend that:—

*State Welfare Departments may set up Co-ordination Committees consisting of Secretaries and Advisers of other concerned departments presided over by the Minister in charge of the Welfare Department.*

#### *Co-ordination between the CSWB and other Ministries/Departments*

54. We may briefly refer here to the process of co-ordination envisaged by us between the CSWB and the Social Welfare Department and other Ministries at the Centre. As we have already said in our consideration of the functions of the Social Welfare Department, there would be no scope for any over-lapping of functions between the Board and this Department. On the other hand, the Board should be able to draw strength from the Social Welfare Department in terms of technical guidance and personnel and several other matters in which the Department will be required to provide for the necessary legal and administrative base. In so far as its relations with other Departments and Ministries are concerned one way of securing co-ordination would be through the representation of the Board in the Inter-Ministerial Co-ordination Committees to be set up by the Ministry of Education and Social Welfare as suggested earlier. Another device would be to have Standing Committees appointed for specific purposes. In regard to

socio-economic schemes, now undertaken by the Board, we have recommended that the production centres should be run by the Industries Boards, the initiative in locating the projects and in attracting rural women to the centres being taken by the PICs. We find that there is, at present, a Standing Committee of the Commerce and Industry Ministry consisting of representatives of all-India Boards concerned with the CSWB schemes, the Planning Commission and the Ministry of Finance. But it seems to us that the agency of these Boards has not been utilised so far in a very effective manner. We would, suggest that:—

*In the context of our recommendations on the setting up of production centres it will be desirable to reconstitute the Standing Committee of the Ministry of Commerce and Industry by taking in representatives of the CSWB, the Social Welfare Department and the all-India Boards. Such Committees, consisting of the representatives of the State Boards, the State Welfare Departments and the State branches of all-India Boards, may also be set up at the State level.*

#### *Co-ordination between the CSWB and the State Social Welfare Boards*

55. We have separately considered the function to be exercised by the CSWB and the State Social Welfare Boards. We have recommended a wide measure of decentralisation of functions in order to ensure that the execution of the schemes is left, by and large, to the State Boards subject to the over-all planning and guidance of the Central Board. The representation of the Chairmen of the State Boards on the CSWB is also another step suggested by us with a view to bring about an effective co-ordination and harmonious working between the CSWB and the State Boards.

#### *Coordination between the Social Welfare Department in the Ministry of Education and Social Welfare and the State Welfare Departments*

56. The functions to be exercised by the Social Welfare Department in the Ministry of Education and Social Welfare Departments in the States have been dealt with earlier. In considering these functions an attempt has been made to secure that the initiative in formulating the schemes and their execution should rest with the State Departments while the over-all planning and policy-making would remain at the Central level. Functional delimitation will eliminate the possibilities of conflict or overlapping of responsibilities. But in order that there is an effective co-ordination between the policies and programmes of work we would recommend that:—

*There should be periodic conferences of the Secretaries of the Welfare Departments, the concerned Directorates, and the Secretary and the other officers of the Social Welfare Department in the Ministry of Education and Social Welfare. Representatives of the Central Social Welfare Board and the State Social Welfare Boards may also be invited to these conferences.*

### *Co-ordination between State Social Welfare Boards and State Departments*

57. In so far as the State Social Welfare Boards are concerned it will appear from our recommendation of the respective functions of the Welfare Departments and the State Boards that there is little scope for any conflict or overlapping of functions and responsibilities between these agencies. It is envisaged that while the autonomy of the State Boards will be maintained, the Welfare Department would now be in a better position to effectively participate in the execution of the programmes undertaken by the Boards. These Boards can also act on behalf of the Welfare Departments in the exercise of their own functions. In so far as their relations with other departments are concerned, we would recommend that:—

*Co-ordination may be achieved through the representation of State Boards in the proposed Inter-Departmental Co-ordination Committees to be set up by the Welfare Department.*

### *Co-ordination at the field level*

58. Co-ordination at the field level between the Welfare Department and other departments in the execution of the schemes for the welfare of backward classes has been dealt with earlier in this chapter and in the chapter on 'Financial Administration'. Co-ordination between the district level officers of the Welfare Department on Social Welfare and Project Implementing Committees and between the Block authorities and the Project Implementing Committees has also been extensively dealt with in the relevant chapters.

We may only recapitulate here that our approach in this matter has been in the following directions:

- (a) Integrated administration of Governmental welfare programmes through district authorities or welfare officers at the district level.
- (b) Effective co-ordination through the District Collectors of the welfare schemes for backward classes executed by departments other than the welfare Department.
- (c) Strengthening the role of the District Planning Committee with functional sub-committees for Tribals and Harijans towards the welfare of backward classes.
- (d) Association of the District Level Officers on Social Welfare in the Project Implementing Committees.
- (e) Strengthening the hands of the Block Panchayat Samitis through functional sub-committees for the welfare of backward classes.
- (f) Unified responsibility of the Project Implementing Committees for the rural welfare programmes in the co-ordinated projects.
- (g) Co-ordination between the PICs and the Block Panchayat Samitis through mutual representation of Members towards the eventual transfer of some of the existing rural welfare programmes to the Block Panchayats.

## CHAPTER II

### FINANCIAL ADMINISTRATION

The studies in this chapter relate to the financial administration of the schemes in the Government sector, pertaining to the welfare of backward classes, which account for the bulk of the provision made for welfare schemes executed through the State Governments. The results of the studies and the recommendations thereon are, however, applicable *mutatis mutandis* to the social welfare schemes of the State Governments.

#### Provision of funds

2. A total provision of Rs. 39 crores was made in the First Plan for the welfare of backward classes. The allocation was broadly divided as under:—

- (a) For State Plans—Rs. 20 crores.
- (b) For grants-in-aid to the State Governments:
  - (i) For Scheduled Tribes and for development of Scheduled/Tribal Areas under Article 276(i) of the Constitution—Rs. 15 crores.
  - (ii) For Backward Classes (including Scheduled Castes, Ex-Criminal Tribes, and other Backward Classes)—Rs. 4 crores.

The Commissioner for Scheduled Castes and Scheduled Tribes reports that on the basis of the information supplied to him, the total expenditure incurred by the State Governments during this period would come to above Rs. 30 crores. In so far as the Central grants are concerned, the Home Ministry reports utilisation to the extent of Rs. 16·24 crores out of the sanctioned amount of Rs. 19·53 crores. The figures of utilisation cannot, however, be said to be authentic as they are not verifiable from accounts and are based entirely on the reports made by the State Governments, which, as the Commissioner points out, are often contradictory. This aspect of the problem will be dealt with later but it is apparent that the record of performance in the First Plan cannot be correctly judged from these figures. However, the slow progress in the First Plan is, one can understand, due largely to the delay in the formulation of schemes and the time taken in setting up the necessary administrative machinery in the States which was, to a certain extent, inevitable. It is not, therefore, proposed to make a detailed assessment of the progress in the various fields during this period and to make a probe into the reasons contributing to the delays and shortfalls.

3. The Second Plan started with a clearer picture of the needs of the backward classes in the different States and regions, and the resources available for the purpose in terms of funds and technical personnel. Elaborate discussions among the representatives of the State Governments, Planning Commission and the Ministry of Home Affairs preceded the formulation of schemes in the Second Plan. As a result, the States had a firm indication in the beginning



of the Second Plan of the pattern of schemes that they could start on and the overall monetary ceiling that they could work up to during the entire period.

4. A total outlay of about Rs. 91 crores was provided for the welfare of backward classes in the Second Plan. The schemes are broadly categorised as follows:—

- (i) Schemes in the State Plans—Rs. 59 crores.
- (ii) Centrally-sponsored Schemes—Rs. 32 crores.

In the latter category Rs. 25.19 crores have been allotted to the various State Governments against schemes to be initiated and taken up by them with prior Central approval and Rs. 7.05 crores have been earmarked as under:—

- (i) For shifting cultivation—Rs. 1.30 crores.
- (ii) For grants to the Ministry of Information and Broadcasting and for direct aid to non-official organisations—Rs. 0.75 crores.
- (iii) For other backward classes and development of undeveloped areas—Rs. 5.00 crores.

The broad basis of distribution of the total allocation of Rs. 83.65 crores to State Governments (including Centrally-sponsored schemes) is as follows:—

- (i) Scheduled Tribes—Rs. 48.34 crores.
- (ii) Scheduled Castes—Rs. 25.63 crores.
- (iii) Ex-Criminal Tribes—Rs. 3.10 crores.
- (iv) Other Backward Classes—Rs. 6.58 crores.

5. The programme of Centrally-sponsored schemes is a new feature in the Second Plan. The need for these schemes, it is stated, has arisen as there are certain problems particularly those relating to the Scheduled Tribes which need to be tackled in a more intensive manner than has been possible so far. These schemes cover a wide range of subjects including rehabilitation of Scheduled Tribes in 43 special multi-purpose blocks spread throughout the country, construction of new roads and improvement of existing means of communication in scheduled areas, opening of medical and health units for Scheduled Tribes, construction of drinking water wells, improvement of the economic conditions of backward classes, development of cottage industries, vocational and technical training and training of welfare workers and aid to cultural institutions and voluntary organisations.

6. The expenditure on Centrally-sponsored programmes is met in full by the Central Government. In the State sector the expenditure is shared between the Central and State Governments on a 50:50 basis, with the exception of the schemes in the autonomous hill districts of Assam and in the Union Territories which are financed entirely by the Centre. It may be mentioned here that the pattern of Central assistance for schemes in the State sector has been made more liberal in the Second Plan. During the First Plan, the assistance given to the States was on an *ad hoc* basis consisting mostly

of grants-in-aid for publicity and propaganda for the removal of untouchability. But in the Second Plan assistance has been assured on the agreed formula of 50:50 for all developmental schemes coming within the pattern laid down in the beginning of the Plan after mutual consultation. Broadly, therefore, the total financial liability of the State Governments will come to about Rs. 31 crores out of a total allocation of Rs. 91 crores. The Statewise allocation of funds in the Second Plan for all categories of backward classes may be seen in Annexure XIV.

7. The material made available to us indicates that the performance of the State Governments during the first two years of the Plan in the State sector as well as in the Centrally-sponsored programmes has not been very satisfactory. Annexure XV will indicate generally the extent of the shortfalls in the various categories for the years 1956-57 and 1957-58. It will be seen that the shortfall is noticeable in the schemes for Scheduled Tribes and other backward classes and also that some improvement has taken place in the second year. State-wise figures have been collected only from seven States so far, and the details are given in Annexure XVI. Judging by these figures the general picture that emerges is as follows:—

There have been shortfalls in all categories of schemes and in most of the individual schemes. Going by categories, the schemes for Scheduled Tribes and other backward classes have shown a comparatively poorer performance. In so far as individual schemes go, there is a divergent pattern of performance, but generally speaking, it can be said that schemes of cottage industries, cooperation, medical and public health, agriculture and housing have suffered most. In the Centrally-sponsored programmes the picture is about the same, but the shortfalls are more acute (*vide* Annexure XV).

#### *Reasons for shortfalls*

8. We made an attempt to probe into the reasons for shortfalls in the schemes in different categories in the States. The studies were based on the records made available by the State Governments, discussions with the State Government officials and observations made on the spot by the Members. Since the conditions in respect of each State and each scheme are different, we are not in a position to determine precisely the reasons for the shortfalls for each type of scheme on an overall basis. Nevertheless we find that, broadly speaking, the following factors have contributed to the shortfalls in the order of importance:—

- (i) Delay in the financial and administrative procedure covering the formulation, sanction and execution of schemes;
- (ii) lack of sufficient and suitable personnel; and
- (iii) delay in the technical approval of estimates and execution of construction works which are, more or less, an essential component of each scheme.

We have dealt in a later paragraph, with the problem relating to the staff working in the tribal areas, the manner in which they should be recruited, the additional facilities to be provided to them and all such matters designed to ease the personnel situation. In the following paragraphs we propose to deal with the delays and defects attending administrative and financial procedure including the

approval and execution of construction works, which we feel are the major contributing factors towards the shortfalls. We are also glad to note, in this connection, that the Central Government and many of the State Governments have already taken steps to remove the procedural bottlenecks and it appears that a substantial measure of improvement has come about in the preceding year, though firm figures of expenditure are not yet available to us.

### Central Government

9. The authority and responsibility of the Central Government is mainly in the following directions:—

- (a) formulation of schemes;
- (b) approval of schemes;
- (c) financial assistance; and
- (d) authority in terms of compliance with the conditions of grants.

### *Formulation of schemes*

10. The formulation and initiation of schemes is essentially the responsibility of the State Governments. They are however, given shape in the annual Plan discussions for inclusion in the Plan and in the Plan allotments for each year. Under the new procedure, which we will discuss later, the State Governments need not now send schemes for approval of the Central Government in a large majority of cases. Some State Governments have, however, complained that the delegation of powers in respect of Central approval does not appreciably advance the stage for formulation of schemes as they cannot be finalised till after the annual plan discussions which go up to January. Consequently the schemes are not ready in all relevant details for inclusion in the State Budgets and have to be worked out later during the course of the year. It was suggested that matters would improve if the Plan discussions took place a little earlier than at present so that the schemes are ready for execution in the beginning of the financial year. It seems, however, that it may not be possible to hold the Plan discussions very much earlier than as at present, as an earlier estimate of resources for the coming year on which the annual ceilings have to be fixed are likely to be unrealistic. We suggest that:—

*It may be considered whether the date could be somewhat advanced without ignoring the need for having a realistic assessment of resources.*

### *Approval of schemes*

11. Prior to 1957-58 the schemes for Central assistance in the State Plans as also in the Centrally-sponsored programmes had to be sanctioned and approved individually by the Central Government before they could be taken up for execution by the States. The schemes were ordinarily sent to the Central Government for approval towards April or May. The Central Government used to take some months over correspondence with the State Governments on points of disagreement as also in obtaining the approval of the

**Finance Ministry.** This procedure has been changed since **May, 1958**, mainly in the directions indicated in the paragraphs that follow.

**12. Recent changes in procedure.**—A large measure of delegation of powers has been made in favour of the State Governments which are summarised as follows:—

- (i) Except for certain specified categories of schemes, the State Governments have been authorised to sanction the schemes in the State Plans under their own procedure, on the basis of the decisions arrived at and the ceiling fixed during the Annual Plan discussions.
- (ii) The schemes under each major head have now been arranged suitably in groups. Within the ceiling fixed for each group during the annual Plan discussions, the State Government will be free to regulate the expenditure on the schemes without reference to the Central Government, but their prior approval has to be obtained if the total expenditure under one group is proposed to be covered by reduction of expenditure in another group under the same head of development.
- (iii) The Centrally-sponsored schemes would still require specific approval from the administrative Ministry, but it has been laid down that for schemes, which entail a total cost of less than Rs. 25 lakhs over the Plan period or of Rs. 10 lakhs during the year, the Central Ministry should accord their approval on the basis of a statement from the State Government to the effect that the schemes have been accepted for financial sanction by the State Finance Department. For schemes costing more than the amounts mentioned above, the Central Ministry will intimate their approval after the necessary scrutiny.
- (iv) The administrative Ministry in the Central Government is no longer required to obtain the prior concurrence of the Finance Ministry in issuing financial sanction to schemes unless they involve a total outlay of more than Rs. 50 lakhs.

**13.** During the course of our enquiries we have been told by the State Governments that the delegation made to them in regard to the approval of schemes in the State Plan, including the powers of appropriation from one scheme to another, within an approved ceiling, has been a move in the right direction and is likely to lead to better results. However, we have been told that some further steps could perhaps be taken without upsetting the pattern of Central responsibilities, which would help the State Governments in implementing the schemes with greater speed and efficiency.

**14. Extent of delegation of powers on State Plan Schemes.**—One of the suggestions has been that the present delegation of powers in respect of State Plan schemes does not go far enough. There are certain

schemes of development mentioned in the Planning Commission's letter No. Plan/5/2/57, dated the 12th May, 1958\*, in respect of which the existing arrangements have to continue i.e. the Central approval has to be obtained before they are taken up. These schemes, in so far as they relate to the welfare of backward classes, are the schemes of small industry, cooperative development and the schemes for industrial housing, slum clearance and technical education. It was urged that possibly the Central Government or the autonomous boards concerned could see their way to relax control over these schemes provided they are within the broad framework approved by them in the beginning of the year during the annual plan discussions. It is realised that the Central Government would wish to maintain certain technical standards on an all-India level in these categories of schemes and it is very unlikely that a proper scrutiny of all the technical aspects of the individual schemes can be exercised at the Centre at the time of the annual plan discussions. But we find that there are certain schemes for the welfare of backward classes in the sphere of small industries and industrial housing which are not large enough to require expert technical approval at an all-India level and might, with advantage, be left for approval of the corresponding departments or organisations at the State level. We, therefore, recommend that:—

*On the analogy of certain schemes in the Centrally-sponsored programmes it may be prescribed that, in respect of certain small local schemes not exceeding a total outlay of Rs. 25 lakhs over the Plan period or of Rs. 10 lakhs during the year, the Central Ministry should accord their approval on the basis of a statement from the State Governments to the effect that the schemes have obtained the approval of the respective technical departments or bodies in the State.*

15. *Re-appropriation between groups of schemes.*—It has also been represented that the present pattern of re-appropriation of funds between schemes within one 'group' has not been quite logically developed in so far as the schemes for the welfare of backward classes are concerned. The groups, as categorised by the Planning Commission in respect of welfare schemes of backward classes, are as follows:

- (a) Scheduled Tribes and the development of Scheduled Areas:
  - (i) Education.
  - (ii) Economic uplift.
  - (iii) Health, housing and other schemes.
- (b) Scheduled Castes:
  - (i) Education.
  - (ii) Economic uplift.
  - (iii) Health, housing and other schemes.

\*It has been reported by the Home Ministry that according to their letter No. 23/21/57-SCT.II dated 15th May, 1958 full authority for the approval of these schemes has been delegated to the State Governments. But this letter, which refers to the Planning Commission's letter under reference, is not explicit on the point and it was brought to our notice by some State Governments that the restrictions, as indicated in the Planning Commission's letter are operative.

## (c) Ex-Criminal Tribes:

- (i) Education.
- (ii) Other schemes.

## (d) Other Backward Classes:

- (i) Education.
- (ii) Other schemes.

16. It has been said that these groups necessarily dovetail into each other and there is no reason why the State Governments should be tied down to each group and should not be free to re-allocate funds from one group to another within a major head of development. It appears to us, however, that the groups are broad enough to admit of a wide measure of latitude on the part of the State Governments to make readjustments and reallocations, and a further coalescing of groups is not called for. It is, however, possible that a more rational distribution of subjects between the groups could be attempted. For example, the housing schemes may be brought under the group 'economic uplift'. We, therefore, recommend that:—

*A suitable re-allocation of subjects in each group of schemes may be attempted in consultation with the State Governments.*

17. *Prior Central approval on Centrally-sponsored schemes.*—We are not able to appreciate the reasons that require the Central Government to retain a substantial measure of control over the schemes in the Centrally-sponsored programme. In this connection we have kept in mind the fact that the progress of schemes under this programme has been definitely poor in the first two years of the Second Plan. As has been said earlier these schemes were introduced as a new feature in the Second Plan with the view that they require a more intensive effort than has been attempted so far. But judging by the record of performance the effort has been poorer than in the schemes in the State Plans. The programme, we find, covers a wide range of schemes in almost every field of development which has been taken up in the State Plans. To cite an instance, in the Plan for Andhra Pradesh a provision of Rs. 1.89 lakhs has been made for cottage industries in the State Plan for the training of persons in bamboo and rattan making, mat weaving and tanning whereas a provision of Rs. 3.66 lakhs has been made in the Centrally-sponsored programme for a training-cum-production centre for carpentry and black-smithy, training of brick layers, training of masons and training in bee-keeping. Similarly separate allotments have been made in the two sectors for roads, cooperation, etc. To our mind it does not serve any useful purpose to maintain a distinction between the schemes in the two sectors in terms of prior Central approval, particularly when it has been noticed that the achievements in the Central sector have not been quite adequate so far. In fact we have come across instances where this requirement has appreciably delayed the implementation of the schemes. For instance, we have come across the shortfall in the training-cum-production schemes in the Central sector in a certain State where it has been noticed that the constant references made to the Central

Government in respect of minor modifications of the scheme such as the creation of a few minor posts, slight changes in the estimates of buildings, etc., have held up its execution. We, therefore, recommend that:—

*The requirement of prior Central approval may be done away with in respect of the Centrally-sponsored schemes, as in the case of the schemes in the State Plans. However, the Central Government may specify the areas or the categories of schemes in which more intensive effort is required and may earmark specific sums for the purpose which cannot be appropriated to other schemes.*

#### *Financial assistance*

18. *Pattern of assistance.*—We have nothing particular to comment on the general pattern of assistance to the States in the State Plans and in the Centrally-sponsored programmes. It has, however, come to our notice that while the expenditure on the schemes in the State Plans is shared in the ratio of 50:50 the Central Government have not agreed to share the administrative cost involved in these schemes. The contention of some of the State Governments is that a certain amount of additional administrative expenditure is necessarily involved in the taking up of a new scheme and it is difficult for the State Governments to provide for this expenditure from out of their own funds. Orissa in particular pointed out that this has even led to delay in the compilation of expenditure figures and in the statement of progress reports, as they do not have enough clerical staff in the field to look after this work. We have carefully considered this grievance on the part of the State Governments but we feel that in so far as the cost of the Secretariat and purely clerical staff is concerned it is only proper that it should be kept out of plan expenditure, and should be borne by the State Governments. There are, however, certain other categories of staff in the field who have to combine clerical with the purely executive functions. The welfare schemes for backward classes would also, we believe, call for some special consideration in view of the fact that the problems of personnel are rather acute in their case. We would, therefore, recommend that:—

*The Central Government may consider the sharing of expenditure on additional establishment in the field in respect of schemes for backward classes in the State Plans.*

19. *Release of funds.*—In so far as release of funds is concerned a new procedure has been laid down in the Ministry of Finance letter No. F.2/(17)P-II/58, dated the 12th May, 1958, under which 3/4ths of the Central assistance for schemes included in the State Plan as also in the Centrally-sponsored programmes is made available to the States as lump-sum ways and means advances in nine equal monthly instalments beginning with May, 1958. The State Governments are required to send quarterly statements to the administrative Ministry giving the total expenditure incurred by them on different schemes and the final release of funds is made with reference to the statement for the last quarter receivable in January which should also indicate the anticipated expenditure for the last quarter of the year. This arrangement is stated to be working well and in any

case it is too early to judge its effect. We, however, recommend that:—

*The procedure may be reviewed at the end of the Second Plan with reference to the progress noticed in the performance on the schemes.*

#### *Compliance with the conditions of grants*

20. *Submission of progress reports.*—No specific conditions are prescribed by the Central Government in sanctioning the grants. There are, however, two broad conditions attached to all Central grants viz:

- (i) that they should be utilised for the purpose for which they are sanctioned; and
- (ii) that they should be spent during the year for which they are sanctioned.

21. Consequently, the State Governments are obliged to submit periodically statements of expenditure to the Central Government against annual grants. It has been brought to our notice that there has been an abnormal delay in the receipt of these statements by the Ministry of Home Affairs and the Commissioner for Scheduled Castes and Scheduled Tribes in respect of the schemes for welfare of backward classes. It has been noticed from the records, made available by the Home Ministry, that the progress reports due on 31-3-58 against the grants for 1957-58 were not received till October 1958 from the following States:—

Andhra Pradesh—Schemes for Scheduled Tribes.

Bihar—Schemes for Scheduled Castes.

Bombay—Schemes for Scheduled Tribes, Scheduled Castes and Ex-Criminal Tribes.

Kerala—Schemes for Scheduled Tribes, Scheduled castes and Ex-Criminal Tribes.

Orissa—Schemes for Scheduled Tribes, Scheduled Castes and Ex-Criminal Tribes.

22. The strict rules of financial procedure would require the State Governments to surrender the un-utilised portion of the grants for a year as vouched for by the accounts submitted for the year. It is also normally stipulated that the grants for the next year should take into account the performance of the State Governments as brought out in these reports. In actual practice the State Governments have been treated rather liberally in this respect. The un-utilised portions of the grants have not been adjusted against grants payable for the next year and have generally been kept apart for surrender or adjustment, as the case may be, when accounted for ultimately. Further, the standard of past performance, as vouched for by the reports made available, has not generally been taken into account and the ceilings have been fixed at 1/5ths of the total Plan outlay assuming that the schemes for the next year will reach the proportions envisaged in the Plan. A typical instance of Andhra Pradesh



in regard to schemes of welfare of Scheduled Tribes in the State Plan will prove the point:

(Rs. lakhs)

Year	Amount sanctioned	Amount utilised as per records	Ceiling fixed
1956-57	10.36	0.46	..
1957-58	19 65	Report not received	..
1958-59	..	..	16.00

It will thus be seen that the State Governments should not have any grievance on this score. On the other hand, it is extremely important, in the interests of proper financial administration and co-relation between resources and expenditure, that these reports are received in time so that the grants available to State Governments are not locked up unnecessarily and are not very much more than can reasonably be spent during the year. We, therefore, recommend that:—

*The State Governments should take steps to see that the prescribed progress reports reach the Home Ministry on the stipulated dates. It will be useful to have a Central Cell in the State Department to collect the information on a continuous basis.*

#### State Governments

23. The responsibilities of the State Governments may be categorised as under:—

- (i) Formulation of schemes;
- (ii) approval and sanction of schemes; and
- (iii) execution.

#### *Formulation of schemes*

24. As has been said earlier the initiation and formulation of schemes are primarily the responsibility of the State Governments. It cannot be over-emphasized that late or incomplete formulation of schemes is the starting point of the shortfalls or the major ills that are brought to notice later. We would, therefore, like to stress the importance of an early and complete formulation of schemes by the State Governments before they are brought up for discussion for inclusion in the Plan. In a certain State we found that a scheme for the settlement of tribals has been included in the Second Plan and has been provided for in the annual Plan allotments. But it is only very recently that it has been possible for the State Government to locate the land for the purpose, and the steps towards acquisition of land are being taken. It is possible that there were certain practical difficulties that the State Government had to face in this direction. But what we would like to point out is that with the obviously limited resources in the Plan, it is not correct to have a scheme included in the Plan, when the details are not ready and even the potentialities of success of such a scheme are not clear. Timely formulation of schemes for the annual Plan discussions also helps in obviating the

delays experienced in obtaining Central approval to schemes wherever they are required. A case in point was brought to our notice during discussions in one of the States, when it was stated by the State representatives that they did not have any difficulty for the last three years in obtaining approval of the Central Government in respect of the Centrally-sponsored schemes, which have to receive the prior approval of the Central Government, as the detailed schemes were ready for discussion in the study groups for the annual Plan. We would, therefore, recommend that:—

*The State Governments should make efforts towards formulation of schemes in relevant details in time for the annual Plan discussions, and that no scheme should be provided for in the Plan or in each year of the Plan till its chances of being taken up during the said period are fairly certain.*

#### Approval and sanction of schemes

25. It has been noticed by us that even after the schemes are included in the budget and approved by the State Legislature, the administrative Departments do not have the final authority to sanction the schemes for implementation unlike as in the Central Government under the recent scheme of delegation. The following Departments other than the administrative Departments come into the picture viz: (a) the Finance Department for all schemes; (b) Technical Department such as the Industries Department, the Public Works Department etc. for schemes relating to industries-cum-production, housing, communications etc.

26. *Scrutiny and approval of the Finance Department.*—In so far as the Finance Department is concerned we find that even after the inclusion of the schemes in the budget with their approval, it becomes necessary for the department dealing with the welfare of backward classes to obtain their sanction for the schemes and even the individual items of expenditure. This, we find, has brought about a considerable measure of delay in the execution of schemes. We came across a specific case of a scheme which has taken 8 months for the Finance Department to consider without any noticeable contribution. Similarly in a particular State we found that a scheme for the welfare of Denotified Tribes, which was referred to the Finance Department in March, 1958 was received back with approval only in May, 1959. We would recommend that:—

*The scrutiny, legitimately exercisable by the Finance Department, should, with advantage, be carried out in all its details only at the budgetary stage, i.e. before the schemes are included in the budget, with the safeguard that for schemes involving a substantial outlay (ceilings to be specified) a reference has to be made to them again before they are sanctioned.*

This procedure has been tried at the Centre and appears to be working satisfactorily. There are, however, certain pre-conditions that would make for a success of this procedure, viz., that the administrative Department should have a system of internal finance and secondly that the schemes, as far as possible, should be finalised in all details before inclusion in the budget. The schemes for which a

lump-sum allotment is made in the budget, the details being worked out later, have necessarily to receive the approval of the Finance Department before they are sanctioned. But we notice, in this connection, that the Central Government has, on the advice of the Comptroller and Auditor General, discontinued the practice of making lump-sum provision in the budget. This has, apart from other reasons, the merit of obviating the necessity of reference to the Finance Department during the course of the year and we do not see why the State Governments cannot adopt the practice. We would accordingly recommend that:—

*The State Governments may, on the analogy of the Central Government, discontinue the practice of making lump-sum provision in their budgets.*

**27. Scrutiny and approval of the Technical Departments.—**Approval of the Technical Departments of the schemes referred to above is said to be necessary as the schemes having a technical angle should conform to certain technical standards of design, execution, qualifications of personnel, etc., with which the administrative departments are not expected to be acquainted thoroughly. However, the process makes for some delay. It has been observed in one State that even minor modifications in the schemes approved by the Technical Departments had to be referred to them again for their approval and that the schemes for production-cum-training have suffered particularly on this account. We suggest that:—

**The situation may be remedied in one or more of the following ways:—**

(a) *The representatives of all the Technical Departments concerned may be associated at the time of the formulation of the schemes at the budgetary stage, and their approval obtained. In case it is not possible to finalise certain aspects or details of the schemes at that stage, or certain doubts or differences are not settled then, it should be possible for the sponsoring Department to obtain the approval of the Technical Departments on these specified matters later during the course of the year.*

(b) *An attempt may be made to segregate small local schemes which are not very significant from the technical point of view from other schemes and some delegation in respect of the former may be made in favour of the sponsoring department or executing department as the case may be. The consideration is relevant particularly to the schemes for the welfare of backward classes, most of which consist of small independent bits such as village roads, wells, houses for adivasis, etc. The present limit of the expenditure on works, beyond which it is obligatory to get the approval of the Works Department, is Rs. 5,000 in most of the States. In the context of the cost of building materials, as it is today, this amount, we feel, will not cover any works programme of significance for the welfare of backward classes. It is, therefore, suggested that State Governments may consider the*

raising of this limit suitably, provided the works are brought to the standard approved design. In some cases it may not really be necessary to prepare detailed plans and estimates and the work may be left to be carried out by the beneficiaries themselves. To cite an example, one State Government has recently issued orders that no detailed estimates need be prepared for works for the welfare of backward classes costing less than Rs. 3,000 and that they can be entrusted to the villagers themselves for execution. Perhaps this experiment could be made in a wider sphere by other State Governments.

(c) Construction of buildings for office accommodation and ancillary purposes is, as we have said earlier, the component of almost every welfare scheme for backward classes. Besides there are schemes for housing which are fairly of an extensive scale. With a view to expediting the approval of the technical estimates of these works, the issue of completion certificates, etc., an experiment has been made in Bihar to have certain officers of the Works Department at the District and Headquarter levels earmarked for such purposes in a separate cell, attached to the Welfare Department. This scheme operates in Bihar only in respect of the buildings in block areas and has, we find, led to an improvement in the progress of work in the blocks. We suggest that on the analogy of the experiment made in Bihar a unit of the Works Department may be earmarked for speedy sanction of the works projects in the schemes for welfare of backward classes.

(d) For schemes which must necessarily have the approval of the Technical Departments and are such as cannot be finalised at the budgetary stage, it will be desirable to entrust execution also to the Technical Departments, as this will cut short the delay in the process of obtaining approval by the sponsoring Department.

### **Execution**

28. The execution of the schemes for welfare of backward classes follows a diverse pattern in different States. Broadly speaking, it is only in Madhya Pradesh and Kerala that the sponsoring Departments (Tribal Welfare Departments and the Department of Harijan Welfare respectively) execute their own schemes through their officers. In Kerala they have even gone to the length of having all categories of technical officers in the Department, to obviate the necessity of referring the schemes to the Technical Departments. In rest of the States the sponsoring Department acts merely as a co-ordinating Departments though particular schemes in some of the States are directly executed by them. However, in all the States excepting Assam, the sponsoring Departments have a separate budget grant for the welfare schemes of backward classes for which they are accountable to the Legislature. Apart from the schemes executed by them directly with the approval of the Technical Departments,

where necessary, the allotments for different schemes of development are placed at the disposal of the respective development Departments. District Welfare Officers have been appointed in most of the States viz. Bombay, Bihar, Rajasthan, Orissa, Andhra Pradesh and Madras who act as Liaison Officers between the sponsoring Departments and the executing Departments and are expected to watch the progress of the schemes and report to the sponsoring Department. These Officers are also responsible for execution of schemes that have been taken up directly by the sponsoring Department.

29. *Direct execution of schemes vis-a-vis co-ordination.*—Since the schemes for welfare of backward classes cover the entire field of Plan development, it may not perhaps be a correct policy to have them entirely dissociated from other Plan schemes of development. This would lead to compartmentalisation and disparity in the levels of performance for different sections of the community which may not be quite a healthy trend. Further, it will perhaps be bad economy to have parallel Departments covering the same field of development. From this point of view we are not in favour of the procedure adopted in Kerala and Madhya Pradesh.

30. There are, however, certain drawbacks in the system of the sponsoring Department acting purely as the coordinating Department. These are as follows:

- (i) The executive departments are likely to give prior importance to their own schemes for which they are responsible to the Legislature. Here we cite the instance of a scheme of leprosy clinics in a certain State where we found that both in 1957-58 and 1958-59 certain amounts were made available, to the Health Department for execution of the schemes, but it was reported by that Department that it was not possible to take them up for those years, without any specific reasons being assigned therefor. The conclusion is irresistible that the scheme could not go through on account of the inadequate priority given to it by the executing department. It will not, therefore, be incorrect to say that when it comes to the same officers having to execute the schemes of the parent Department and those of the other Departments, with the limitations of time and personnel, it is not uncommon that the 'extraneous' schemes are relegated to the background.
- (ii) The sponsoring department can no doubt call for reports of progress from the executive department or from their officers at the District level. But in the nature of things it cannot ensure compliance in a manner that it can do in respect of its own officers. The responsibility of the executing departments gets further diluted when the progress has to be reported through the Welfare Officers.

31. Taking into account the considerations named above we would recommend a pattern which will give due importance to the backward classes and help in their speedy execution and at the same time avoid duplication of effort.

The following procedure is suggested for consideration:—

(a) *The Department dealing with the welfare of backward classes should have a separate budget grant of its own for which it would be answerable to the Legislature.*

(b) *The area of execution by other Departments may cover only:*

(i) *such schemes which are not different in content and form from other schemes of development; and*

(ii) *the schemes which require technical expertise available to only those Departments. Thus if ordinary schools are to be opened for the backward classes, it is only proper that the Education Department should handle it. But if schools of a certain type meant for backward classes, though not designated as such, are to be opened, they should best be left to the agency of the sponsoring department. The same procedure may also be adopted for housing and similar schemes. In the technical field, as has been said earlier, only such schemes, as have technical significance in a large measure, must conform to regional or all-India standards and may be left to be executed by the Technical Departments. Training-cum-production centres, multi-purpose co-operative societies are some of the schemes which come within this category. But there are other schemes which are small, of a local nature, and are such as can be handled by the sponsoring department on the basis of well-known standards which may be executed by that department.*

(c) *The officers of other departments executing the schemes should be directly responsible and accountable to the sponsoring departments irrespective of the fact that the expenditure has to be sanctioned by the executive departments.*

(d) *For schemes to be executed by the department dealing with backward classes, which may have to cover a wider field if the suggestions made at (b) above are accepted, the District Welfare Officers of the Department may be given wider powers of execution than at present. In concrete terms this may mean that minor adjustments between items of a scheme may not have to be referred by them to the Directorate for prior approval and they may have more funds at their disposal for contingencies, etc.*

#### **Record and verification of expenditure**

32. After having dealt with the procedure of sanctions and expenditure we would like to touch on two important questions of (a) whether the correctness of the expenditure met out of Central grants is verifiable from accounts; and (b) whether apart from the Central grants there are any means of verifying that the backward classes enjoy their legitimate share of the normal development schemes of the State Governments.

33. Verification of expenditure incurred out of Central grants.—It has been observed from the reports of the Commissioner for Scheduled Castes and Scheduled Tribes, as also from the studies of the

**Team, that the figures of expenditure on the schemes for the welfare of backward classes made available by the State Governments are very often conflicting. The main reason appears to be that there is no separate account-head for these schemes and it is shown in the accounts under various major heads of development such as agriculture, forests, etc. In the absence of a separate account-head, it is difficult for the State Governments to supply complete accurate figures. Nor is it possible for the Comptroller and Auditor General to satisfy himself that the grants given for these schemes are utilised in full for the desired purpose. We would, therefore, recommend that:—**

*The Government of India, in consultation with the Comptroller and Auditor General, may devise a suitable method to ensure the accuracy and authenticity of the expenditure on schemes for the welfare of backward classes in the State Plans as also in the Centrally-sponsored programmes financed from the Central grants.*

**34. Account of expenditure incurred on backward classes other than the schemes specially assisted.**—It has been the assumption in the Plan that the Central assistance for the welfare of backward classes is only aimed at supplementing the normal development schemes that the State Governments have in the Scheduled Areas or those that are shown as eligible for special assistance from the Central Government. It is gathered that the Planning Commission and the Central Ministry do not stipulate that the Central assistance is conditional or should bear a proportion to the normal schemes of development that the State Governments may have for the welfare of backward classes. There is a procedure that provides for consultation with other Ministries such as Education, Food & Agriculture, Commerce & Industry, before formulation of new schemes. There is also an arrangement for furnishing of relevant extracts of the progress reports submitted by the State Governments to the Home Ministry and to the Ministries referred to above. But there is no way of ascertaining the extent of the efforts made by the State Governments to bring the benefits of the general development schemes to the backward classes. It is learnt that it has not even been possible so far to have complete information about the extent of the development grants given by the different Ministries in the Central Government other than the Ministry of Home Affairs which go to benefit the backward classes. We are not very happy about this situation and would recommend that:—

*An attempt should be made to ascertain the expenditure incurred by the State Governments on the welfare of backward classes in relation to schemes other than those that are assisted by the Home Ministry. The Ministries in the Central Government dispensing development grants and the State Governments, should periodically furnish the Home Ministry with accounts of grants by the Central Government on the welfare of backward classes so that the Home Ministry are in a position to co-relate them with the special assistance given by them to the State Governments.*

**Change in the budget year**

**35. Lastly we would refer to a question that has been raised for some time past by the State Governments, viz., a change in the**

present financial year from the 1st of April, as at present, to 1st of July. The Estimates Committee have also recommended a suitable change on more than one occasion. In so far as our study of welfare schemes for the backward classes is concerned, we have been told that the main reason for which the State Governments are not able to utilise the grants in full during the financial year is that the schemes, particularly for the tribals, cannot be taken up during mid-summer and in the rains when the working conditions in tribal areas are rendered extremely difficult. The problem has eased to a certain extent on account of the new financial procedure which assures a continuous flow of funds to the State Governments from the beginning of the financial year. Nevertheless it will be, we think, of considerable advantage if the financial year begins from the start of the working season so that a good start is made right at the beginning and the ineffective season which would come towards the close of the year may be utilised in compilations, completion of records for the year and the settling of preliminaries for the next year. We therefore recommend that:—

*The Central Government may consider a change in financial year from 1st April, as at present, to 1st of July.*

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### CHAPTER III

## RECRUITMENT AND TRAINING OF WELFARE PERSONNEL

### *New trends in welfare administration*

Under the impact of rapidly changing socio-economic conditions, social problems have become more complex. Increasing industrialisation and urbanisation have only served to accentuate these problems. It is, therefore, being progressively realised that these problems must be tackled on a comprehensive and scientific basis and the necessary resources, in terms of both finance and trained personnel, should be set apart for these programmes. As we have said earlier in this report there has been a growing awareness of the role of trained personnel in the implementation of welfare programmes. New services and programmes have been taken up and extended to areas so far inadequately covered. Special thought has been given to focusing attention on the rural areas. A significant aspect of the new programmes is the shift in emphasis from the provision of care and assistance for individuals in an institutional setting to the provision of community welfare services through the organisation of project centres, e.g., the WEP scheme sponsored by the CSWB. The State has entered the welfare field and has taken the initiative for sponsoring or providing a variety of welfare services. In this process, however, a significant departure from the existing procedure has been the association of non-official workers in the actual execution of programmes. But it is being recognised that while the responsibility for the overall direction, popular interpretation of programmes and mobilisation of community resources will continue to rest mainly with voluntary workers, the actual execution of the day-to-day programmes must be entrusted to paid full-time staff, specially trained for the job.

### *Existing personnel shortages and inadequacies*

2. Welfare programmes are subject to the same checks and hindrances as other development programmes. But the problem of resolving the shortages of trained personnel to man welfare programmes has been made more difficult, mainly because of the present emphasis on programmes for rural women and children. It is difficult to recruit and train suitably qualified women in the requisite numbers to work under difficult conditions on low salaries in isolated areas. For instance, in the largest single category of welfare personnel, viz., the gram sevika, substantial shortages are expected. As against the total estimated requirement of 11,200 gram sevikas by the end of March, 1961, the rate of training is only about 1,000 trainees per year. What holds true in the field of general social welfare is more acutely felt in the field of tribal welfare. A recent report of the Estimates Committee has also drawn pointed attention to "the need for having trained personnel with necessary aptitude and devotion for social services in implementing such (welfare) programmes."\*

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\*Forty-eighth Report of the Estimates Committee on the Ministry of Home Affairs, page 59, March, 1959

The Report mentions that the slow progress in the implementations of welfare schemes under the plan is attributed largely to the shortages of trained personnel.

### *Observations of the Team*

3. Our studies and tours reveal that in many of the multi-purpose blocks and other tribal welfare centres, the personnel employed have neither the training nor any understanding of tribal problems. Again, in certain centres, we found that sanctioned posts had remained unfilled as the personnel required were not available. The welfare activity was, therefore, just left in abeyance.

4. We cannot be too emphatic in saying that the personnel employed in many of these areas are not quite on friendly terms with the tribals. A sense of awe, more than a feeling of friendly cooperation, seemed to prevail among the local tribals. This is a sad commentary on the officials working in these areas as also on the welfare programmes that they are expected to organise. It would be wrong, however, to make any sweeping generalisation. It should be enough to say that special care and protection needs to be provided to see that adequate training with the right approach and understanding of tribal affairs is given to those employed in these areas.

5. Another point which has come to our notice is that although it is accepted that tribals, wherever available, should be employed to man the welfare services in scheduled areas, there seems little progress in this direction. To give one illustration, it was brought to our notice that in the Chota Nagpur area of Bihar a number of educated tribal girls were available for work and, in fact, were employed in other schemes in rural areas. But few of these girls have found employment in the multi-purpose blocks or in tribal programmes in this area. It is necessary that far greater attention should be paid towards training tribals to man the field services in tribal areas. In any case, those employed should be trained to understand the problems of tribals before being engaged in welfare activities for them.

6. We have undertaken a detailed study of the specially trained personnel for welfare programmes because we are convinced that the success of these programmes is mainly conditioned by the calibre of the staff provided. The present staff position is far from satisfactory and very little appears to have been done to improve this situation. We have drawn up our recommendations with the objective of effectively linking the work of training institutions with the personnel requirements of welfare programmes.

### *The broad framework*

7. The discussion on the subject of welfare personnel will be centred round an analysis of the demand for and supply of personnel required for welfare programmes run by voluntary organisations and official welfare departments.

8. *The scope of the demand analysis* has necessarily been restricted by the following considerations:—

- (a) It is based on an assessment of the staff position of existing welfare programmes (both official and voluntary programmes and both trained and untrained staff);

- (b) it does not attempt to project any estimates with regard to the schemes to be undertaken under the Third Five Year Plan, the details of which have yet to be decided upon;
- (c) data on official programmes cannot be considered as adequate, partly because the programmes are scattered over a variety of departments; and
- (d) data on non-official programmes are even more inadequate, no firm data being available on the total number of voluntary institutions, the categories of these institutions, their size and staffing pattern.

9. As regards *the analysis of the supply position*, it requires to be emphasised:—

- (a) that the need for training has only recently come to be accepted as necessary for the efficient functioning of welfare programmes;
- (b) that the response to this need can be described as more spontaneous than organised and, as a result, the out-turn of the training institutions, has not been directly linked to meeting the personnel requirements of welfare programmes;
- (c) that in the absence of this link, training institutions will continue to increase their out-turn of trainees and the welfare programmes will continue to suffer from shortages of trained personnel; and
- (d) that in the context of resources available for welfare programmes, the training will necessarily have to be organised for different educational levels, namely graduate, intermediate and matriculate.

10. As regards *the respective roles of voluntary workers and paid staff* in the conduct of welfare programmes, it is necessary to state:—

- (a) that training can help to improve the efficiency of both voluntary workers and paid staff;
- (b) that it will be appropriate to ensure that at least paid full-time workers should have taken a formal training programme; and
- (c) that experience has shown that, for quite some time to come, voluntary workers will continue to shoulder major responsibilities in the field of welfare administration.

#### *Analysis of occupational categories*

11. Before attempting an assessment of training programmes in relation to personnel requirements, it is necessary to define the major occupational categories required to implement existing welfare programmes. Such a definition of broad categories will enable us to arrive at some idea of the numbers involved and the educational level at which persons should be drawn into distinct training programmes.

#### *Other professional categories*

12. A large number of categories will necessarily be drawn from fields other than social work, such as doctors, nurses, physiothera-

pists, teachers (general education), craft instructors, accountants and office superintendents. These categories, trained in their respective disciplines, will require to be given separate orientation courses in social work to enable them to function effectively in a welfare setting. This will make it easier for them to appreciate that, for groups and individuals in distress, even technical services require to be administered with a special sensitivity to their problems.

#### *Welfare categories*

13. There are, however, a number of categories with functions that would require specific welfare training. The existing position is far from satisfactory due mainly to the non-observance of minimum standards in recruitment, training and service conditions, both in official and voluntary welfare agencies. The difficulty in recruiting personnel of the correct calibre and in the required numbers has led to a lowering of personnel standards. Financial considerations are also responsible for a number of agencies being prepared to accept lower standards. It is evident that one of the most effective ways of improving the standards of welfare services would be to improve the calibre of welfare workers. It would be unrealistic, however, to attempt to replace existing staff entirely by trained workers, as apart from the problem of re-employing untrained staff, it is doubtful whether the existing training programmes can be expanded to turn out trained staff in the required numbers. It is suggested, however, that for the future, all welfare posts should be filled by trained personnel. Naturally, no uniform standards of training can be prescribed for all categories of staff functioning at different levels. A proper differentiation will have to be drawn at each level.

#### *Functional organisation at different levels*

14. In the existing context of welfare programmes, there are three major categories of welfare personnel for the execution of institutional and non-institutional programmes in the urban and rural areas, viz.

- (a) *Administrative and senior supervisory category at the headquarters* for supervisory duties, research and planning, e.g., Directors, Research Officers;  
*In training institutions.* e.g., Instructors, Field Work Supervisors;  
*In large institutions,* e.g., Superintendents, Medical/Psychiatric Social Workers. Probation Officers.
- (b) *Intermediate Supervisory category in the urban areas,* in medium and small-sized institutions, e.g., Superintendents, Community Organisers; and  
*In rural areas* for the direction and supervision of field staff in project centres, e.g., Social Education Organisers, Chief Welfare Organisers (Mukhya Sevikas).
- (c) *Field level workers*  
*In rural areas,* e.g., Gram Sevikas; and  
*In urban areas,* e.g., Welfare Workers, Recreation Leaders and Assistants in Welfare Institutions.

### *Minimum levels of education and training*

15. The next step is to relate these three major functional categories to the existing job opportunities in the field and with the following factors, *viz.*, minimum educational qualifications required for each category, the numbers that can be trained and the salaries and service conditions that can be offered to persons prepared to take up and continue with a career in the welfare field. In this context we recommend:—

(a) *That category (a) positions—‘administrative and senior supervisory’—should be filled by persons with minimum graduate qualifications plus two years of training in social work.*

(b) *That category (b) positions—‘intermediate supervisory’—should be filled by persons recruited at the intermediate level with two years of training in social work or, in the alternative, from among graduates with one year of training in social work.*

(c) *That category (c) positions—‘field level workers’—should be drawn from among matriculates with two years of training in social work.*

16. In addition to insisting on minimum educational qualifications and training, it will be necessary to carefully examine (through a pre-selection test) each candidate who offers to work in the field of welfare. Preference in recruitment should be given to those persons who have some background and experience in social work, give evidence of an aptitude for social work and a sense of devotion to working with and for the people.

### **Assessment of welfare personnel requirements**

17. It is difficult to attempt any assessment of the requirements of welfare personnel with any degree of precision in the absence of firm data on

- (i) the staffing patterns of existing welfare programmes; and
- (ii) the pattern of development programmes for welfare envisaged under the Third Plan.

An attempt has been made to collect data on the existing staff position at the Centre and in the States. The question of projections for the Third Plan has had to be left over as it will be possible to fill in the details only after the outline of the social welfare programme in the Third Plan has been finalised.

### *Estimates for voluntary agencies*

18. Basic data on voluntary welfare organisations is almost entirely lacking. It is not possible to give even a firm estimate of the total number of voluntary welfare agencies in the country. It is even more difficult to arrive at an idea of their staffing patterns, the number of trained staff they employ and the salary scales they offer. Several directories of welfare agencies have been compiled in different cities at the instance of the Indian Conference of Social Work and its State branches. But the bases of the compilation of these directories are so varied, the extent of coverage is so divergent and the revision of these directories so infrequent, that they cannot be used to provide a comprehensive picture of voluntary organisations in the country.

19. The other source of data is the Central Social Welfare Board which has sanctioned grants-in-aid to as many as 5,200 voluntary institutions so far. Assuming that double counting of such institutions, as have received grants-in-aid on more than one occasion, will be off-set by the number of institutions whose applications for aid have been rejected by the Board, it will be safe to say that there are at least 5,000 voluntary welfare agencies in the country. Working from this base, it will be possible to estimate that these 5,000 institutions employ, on the average, between 5,000—7,500 workers with a job content that would require welfare training. The field studies initiated by the Study Team among a sample of 289 institutions, aided by the CSWB, would indicate that an average institution employs between 1-2 workers requiring welfare training. Taking the various factors of the type of service offered (general or specialised), the pattern of organisation (institutional or non-institutional) and the size of the institution (in terms of resources and number of beneficiaries), one may venture upon the estimate that 5,000 existing institutions would be in a position to employ at least 5,000 persons in supervisory categories (2,500 graduates with welfare training and 2,500 intermediates with welfare training) and another 2,500 field level workers (matriculates with welfare training). It is not possible to say how many of the existing staff in position have had any formal training in social work.

*Estimates for official programmes*

20. The data on the existing staff position of official programmes also reveal a number of gaps. An attempt, however, has been made to estimate the probable numbers of welfare personnel employed in the various ministries, departments and boards at the Centre and in the States.

21. *Central Government.*—At the Centre, welfare personnel are distributed among the Ministries of Education, Home Affairs, Health, Community Development and the offices of the Planning Commission and the Commissioner for Scheduled Castes and Scheduled Tribes (the Central Social Welfare Board will be dealt with separately). The various occupational categories include Directors, Advisers, Officers on Special Duty, Assistant Commissioners, Research Officers, Economic Investigators, Technical Assistants etc. The estimated number of staff in positions that require welfare training is approximately 90 officers, all of whom are required to have qualifications above graduate standard. It may be mentioned that designations and qualifications of the existing staff in position have been largely conditioned by the setting in which they function at present. For example, education officers dealing with social welfare schemes in the Ministry of Education were recruited more with reference to educational administration than welfare administration.

22. *The Central Social Welfare Board.*—The staff position in the CSWB includes a project officer, inspecting officers, research officers and technical assistants, in all about 45 officers with graduate qualifications. This office is relatively recent in origin and its entire programme is directed solely towards welfare activities. Although social work qualifications have been specified as essential, only 3 out of 20 officers in position have any formal social work training.

**28. State Government.**—The aver-all staff position of welfare departments of the State Governments can only be described as obscure. In some States, welfare activities are distributed over a wide range of welfare departments. Madras is a case in point with specific welfare programmes administered by the departments of Rural Development Projects, Harijan Welfare, Women's Welfare, Certified Schools and Vigilance Service, Probation, Home, Education, Public Health and the State Social Welfare Board. In some other States, an attempt has been made to integrate various welfare activities under one welfare department. But even here the content of programmes is not uniform and varies with the special problems of the State and the particular stage reached in the development of welfare administration. In Rajasthan, for example, there is a unified social welfare department but the major emphasis of the programme is on schemes for the welfare of backward classes. In Madhya Pradesh, the social welfare department combines programmes of social welfare, panchayats and social education. In the wake of States reorganisation, an attempt is being made by the Government of Madhya Pradesh to adopt the pattern of organisation evolved in the Mahakoshal area of the former Madhya Pradesh State as the model for the other component units of the State. Welfare administration in States like Bombay, West Bengal and Madras has been conditioned by the existence of large metropolitan areas and a relatively well-developed pattern of voluntary welfare organisations. States like Assam, Orissa and Bihar have had to develop individual patterns of administration to meet the welfare needs of tribal people. The staff categories with distinct welfare functions can be located in the various departments at the headquarters, at the district/field levels and in institutions run directly by departments. The available data would indicate that the break up of the existing staff in positions requiring welfare training employed by all the State Governments is as follows:

Location	Number of Welfare Staff
(i) At headquarters	100
(ii) At the district level	450
(iii) At the field level	3,500
(iv) In institutions	350
<b>TOTAL</b>	<b>4,400</b>

Of these staff, it would be safe to assume that those at the headquarters (100) and at the district level (450) should be trained graduates and at the field level, say 1,000, should be trained graduates and the remaining 2,500 workers should be trained matriculates. In the institutions run departmentally by Government, the majority of superintendents should be graduates. No data, however, are available on the number of trained staff in position.

24. *State Social Welfare Boards.*—In the offices of the State Social Welfare Boards, the categories of welfare staff include welfare officers, welfare inspectors and community organisers. The welfare extension projects are staffed by mukhya sevikas, women social education organisers (drawn from the block staff in the coordinated projects) and gram sevikas. The total number of welfare staff employed in the offices of the State Boards and in the welfare extension projects may be estimated at say 500 graduates and about 3,000 matriculates (gram sevikas). Arrangements have been made for the training of gram sevikas. In fact, the field-studies conducted by us indicate that the field staff in position have generally been through a course of training. But it is only very recently that arrangements have been made for the training of mukhya sevikas.

25. *Training institutions.*—The training institutions for welfare workers include professional schools at the graduate and undergraduate levels; special programme-centred training courses for gram sevikas and social education organisers run by Kasturba Gandhi National Memorial Trust and the Ministries of Food & Agriculture and Community Development; short-term inservice training programmes conducted by welfare departments and short-term training courses conducted by schools of social work on behalf of employing agencies e.g. training programmes for after-care workers, tribal welfare workers etc. The staff position of these training institutions may be estimated at 150 graduates and 50 undergraduates.

26. These estimates of welfare staff in position under the various programmes can be summarised as follows:—

Employing Agency	Educational levels		
	Graduates	Under Graduates	Matriculates
Central Government	100	..	..
C.S.W.B.	50	..	..
State Governments	850	1,000	2,500
State Boards	500	..	3,000
Voluntary Organisations	2,500	2,500	2,500
Training Institutions	150	50	..
TOTAL	4,150	3,550	8,000

#### An analysis of training programmes

27. *Organisation of training programmes for welfare workers.*—The distinctive characteristic of training programmes for welfare workers is that they attempt to strike a balance between theoretical instruction and a programme of field work simulating actual field conditions under the supervision of trained staff.



### *Graduate level training programmes*

28. *The first School—two years duration.*—The first short orientation course for voluntary workers was organised by the Social Service League, Bombay in the early nineteen-twenties. It was only in 1936, however, that the Sir Dorabji Tata Graduate School of Social Work was started in order to provide the first formal full-fledged training programme. The first Director of the School was an American and the finance was provided by the philanthropic Tata Trusts. It must be emphasised that the first school was started at the graduate level, even though no under-graduate school existed at that time, (nor, for that matter, does any integrated under-graduate programme exist even now); that it was considered better to keep the school outside the aegis of a University, at least in the formative stages and that the first Director had to do a lot of spade work in the community to establish the need for trained workers.

29. *Later Schools.*—The need for trained workers having gradually been established, it was a decade later in 1946 that another graduate school was established at the Kashi Vidyapith, Varanasi in Uttar Pradesh. In 1948, the first graduate school to be attached to a University was started at Delhi. Other graduate schools followed at Lucknow, Baroda, Madras and Agra. There was a brief halt in progress and then in 1957 three graduate schools were started, one each at Waltair (Andhra University), Mangalore and Madras and in 1958 two schools were opened at Coimbatore and Beawar (Rajasthan).

30. *Present out-turn.*—There are, at present, 13 graduate schools of social work in the country and the following table is an index of the increase in the annual out-turn of these schools:

Year	No. of graduate schools	Estimated annual outturn of students
1938 . . . . .	1	12
1948 . . . . .	1	30
1958 . . . . .	6	174
1959 . . . . .	9	303*
(Estimated)		
1960 . . . . .	11	357*
(Estimated)		

31. The total number of students that have graduated from these schools during the period 1938—58 has been estimated at 1,087 trained workers. If to these figures are added data on the schools at Agra and Lucknow, it will be seen that the annual out-turn of graduate schools (two year duration) will be between 400—450 trained workers.

\*Data on two schools at Agra and Lucknow were not available.

32. *Graduate Schools (one year/six months duration).*—There are another five graduate schools in the country where the duration of the training courses is from six months to one year. One such school was started at Coimbatore in 1953 and the other three were started in 1957 at Calcutta, Ranchi and Ernakulam. The remaining school at Madras has not indicated the date of its establishment. The average annual out-turn figures of these graduate schools (duration one year/six months) is detailed below:

Year	No. of schools	Estimated annual out-turn of students
1954 . . . . .	1	20
1958 . . . . .	5	90
1959 (Estimated) . . . . .	5	105
1960 (Estimated) . . . . .	5	105

The total out-turn of these institutions during the period 1954–58 has been estimated at 464 trained workers.

#### *Under-graduate level training programmes*

33. *Existing programmes.*—The programmes of graduate schools of social work in India are not supported at present by under-graduate training programmes. It may be mentioned that this holds true not only in India, but in other countries as well. As a result, the number of background courses cut severely into the two years available for welfare training at the graduate level. In line with a recent trend, three under-graduate schools have been set up, one each at Bombay, Mysore and Mangalore with estimated out-turn of 90 students per year. By the year 1958, 144 students had successfully completed the course of training conducted by these schools. But the out-turn of these schools is not linked with any training programme at the graduate level.

#### *Diversion of out-turn to labour welfare*

34. Whether students should offer subjects for specialisation or special interest during the study in a school of social work is a matter which needs to be carefully examined. A number of schools provide such opportunities for specialisation, though the generic approach in training is followed by some institutions. Of the students undergoing training in ten social work schools offering fields of specialisation in the current year (1957-58), the following percentages have been worked out for each field:

	Percentage
(a) Labour Welfare and Personnel Management . . . . .	48
(b) Rural Welfare . . . . .	15

(c) Family and Child Welfare	8
(d) Medical and Psychiatric Social Work	8
(e) Correctional Administration and Juvenile Delinquency	4
(f) Institutional and aftercare services	2
(g) Group work and Community Organisation	1
(h) Social Research	1
(i) Tribal Welfare	1
(j) Not indicated	12

35. These figures have been borne out by the following data available in respect of the out-turn of five training institutions during the last five years (1953—58), viz., out of 564 students offering different subjects of specialisation, as many as 329 specialised in Labour Welfare and Personnel Management as against 63 students in Rural Welfare, 59 students in Family and Child Welfare and 50 students in Medical and Psychiatric Social Work. The analysis indicates that at least 50 per cent of the existing out-turn of graduate and under-graduate schools are channelised into the field of Labour Welfare and Personnel Management, and as such will not be available for the execution of general programmes of social welfare.

36. It is evident that the general welfare fields have not drawn students in relation to the size of the development programmes drawn up by the Government and voluntary agencies. This evident bias on the part of students can easily be explained; it is only in the field of Labour Welfare that statutory recognition has been given to the role of the trained worker in industry with a precise definition of minimum qualification for recruitment and minimum salary scales and service conditions. In the absence of a clear statement of opportunities available in general fields of social welfare, the majority of the best students will continue to be drawn away to specialisation in the field of labour welfare, personnel management and allied subjects.

#### *Specialised training programmes for labour welfare*

37. Apart from courses in industrial relations and labour welfare that find a prominent place in the curricula of schools of social work, there are separate schools having training programmes directed entirely to preparing students for specialised careers in the field of industrial relations, personnel management and labour welfare. There are 4 such schools at Calcutta, Jamshedpur, Patna and Bombay with an estimated annual out-turn of about 175 students. For the purposes of this study, however, the out-turn of these schools does not materially affect the supply position of trained personnel in the general field of social welfare.

#### *Graduate training—need for standardisation*

38. An analysis of the training programmes of graduate schools of social work reveals the following variations:—

- (a) *Duration of training*—between 6 months and 2 years;

- (b) *Basis of programmes*—part-time or full-time courses of study;
- (c) *Staff patterns*—wholly or mainly part-time staff or combination of full-time staff and visiting lecturers;
- (d) *Ratio of trained teachers to pupils*—from 1·84 to 1·7;
- (e) *Supervised field work programme*—no organised programme in some institutions; in others a field work programme that provides work experience in various settings under the supervision of trained staff.
- (f) *Auspices*—some are affiliated to a University, others to a Central Institute and still others are independent institutions.

39. *Advisory Board on Social Welfare.*—The functions of the reconstituted Advisory Board on Social Welfare in the Ministry of Education include:—

- (a) examining the curricula of the Graduate Schools of Social Work; and
- (b) improving the standard of teaching in institutions of social work and to maintain and promote cooperation between these institutions.

40. The Advisory Board has a significant role to play in securing the necessary standardisation of training programmes. That it has not been able to succeed in this regard is due partly to the fact that the problem is complex and partly because the Board has not been able to devote sufficient time and attention to resolving the present tangle. It has been ascertained that since the inception of the Board in the year 1950 not more than five meetings have been held. Then again, the Board will require to be strengthened in terms of the trained staff required to work out the details of standardisation, priority being given to standardisation of subjects such as social research. The Board, it must be said, starts with the special advantage of having among its members the heads of the major schools of social work and representatives of the important agencies which employ a large number of trained workers in the field of welfare.

#### *Expansion of out-turn of Graduate Schools*

41. It is extremely doubtful whether the existing graduate schools can meet the demand in terms of sheer numbers of senior supervisory personnel on the present basis of organisation. Apart from the existing backlog, there will be increasing demands for personnel to staff the rapidly expanding development programmes at the upper levels. There are obvious limitations on increasing the number of students to be admitted to the existing graduate schools, especially as it is intended to keep the pupil-teacher ratio within reasonable limits and to provide all students with adequate field-work experience. The alternative is that of starting new schools; but there again there will be the snag of securing suitably qualified and experienced teachers. The existing schools suffer from this handicap and the position in the new schools cannot be expected to be any better. In starting new institutions, however care should be taken to avoid the exist-

ing imbalance which locates training schools in certain urban concentrations like Bombay and Madras to the relative exclusion of other less favoured States and the rural areas in particular. In locating new schools, an equitable distribution among the States should be kept in mind and as far as possible, opportunities should be provided for giving students training in an appropriate atmosphere. This is especially true for students being prepared to work in the rural areas and among tribal peoples.

42. If the training programmes are expected to function with any measure of success, it will be necessary to relate the admission policy of these institutions with the personnel requirements of the various development programmes in the welfare field. It will be necessary to provide for personnel requirements over a minimum period of five years and relate the admission policy of the training schools to these requirements, not merely in terms of overall numbers but to the particular fields of specialisation in which trained personnel will be required. The existing untrained staff in position pose a very special problem. It is, doubtful whether it can be arranged for all of them to undergo some sort of training. Most of the employers will be reluctant to release their staff for this purpose and it must also be kept in mind that quite a large proportion of the existing staff are far too old to go through a training programme. We, therefore, recommend that:—

(a) *The Advisory Board on Social Welfare should be suitably re-organised and provided with the necessary executive machinery to undertake the following functions:—*

(i) *organisation of a system of recognition for training institutions in the different fields of welfare;*

(ii) *approval of the syllabi of these institutions and definition of minimum standards for educational practice;*

(iii) *development of text books and teaching materials based on Indian conditions; and*

(iv) *development of field work programmes under the supervision of trained staff as an integral part of the various training programmes.*

(b) *Steps should be taken to relate the admission policy of training institutions with the requirements of welfare personnel to man development programmes; personnel requirements should be estimated on a five-year basis and the admission policy should cover not only the total numbers involved but should also take into account the special welfare fields for which personnel are required.*

(c) *As most of the existing training institutions are located in the urban areas, new training institutions should, as far as possible, be located in or within easy reach of the rural areas so that the training programmes are conducted in a more appropriate setting.*

(d) *While all new recruits will be drawn from among trained personnel, orientation courses should be organised for untrained personnel, already in position.*

#### *Emphasis on under-graduate training*

43. So far the emphasis in the organisation of training programmes has generally been at the graduate level. There are only 3 under-graduate schools in the country with a limited out-turn of about 90 students per year and not linked with any graduate training programme. It is evident that there will be a very large demand of personnel at the intermediate level. While it will be possible to organise a one-year training programme at the graduate level, this will only meet a part of the total demand. The major burden of the training programmes will necessarily be at the under-graduate level which can prepare students over a two-year period of training for taking up specific careers as mukhya sevikas, superintendents of welfare institutions and the like.

44. In the absence of a sound basis of under-graduate training, graduate schools find that the number of pre-professional courses cut into the available teaching time and could, with greater effect, have been organised at the under-graduate stage. It would be possible to link together the under-graduate and graduate training programmes on a regular basis so that the graduate schools can select from among better prepared students, and in turn the students who have undergone a course of under-graduate training can look forward to improving their qualifications on the completion of a graduate training programme. We, therefore, recommend that:—

(a) *Under-graduate training programmes should be organised on a two year basis to prepare students for specific careers as mukhya sevikas, superintendents of welfare institutions etc.*

(b) *The under-graduate and graduate training programmes should be linked together so that experienced welfare workers could qualify themselves for higher responsibilities on the completion of suitable training courses.*

#### **Programme-centred training courses**

##### *Training programme for gram sevikas*

45. According to the original programme, the CSWB required as many as 6,000 gram sevikas to work in the project centres organised under the WEPs in the rural areas. With the organisation of coordinated WEPs in the community development areas, the number of gram sevikas required went up to 11,200. It was decided to entrust the training of gram sevikas to the Kasturba Gandhi National Memorial Trust which started 15 training centres in different States for this purpose. Later, another 9 centres were established and by the end of March 1958, 2,500 candidates were admitted to the training programmes and 2,300 gram sevikas have since completed their training. In order to step up the annual out-turn of gram sevikas, the CSWB have entrusted their training to a few other suitable non-governmental institutions.

### *Training programmes for S.E.Os and Gram Sevikas*

46. The Community Development programme also includes schemes for the welfare of rural women and children with the following staff pattern, viz., a woman S.E.O. and two gram sevikas in each block area. Arrangements have been made to conduct a 5-months course for social education organisers in 10 training centres set up for the purpose. The educational qualifications of the trainees varies from intermediate to graduate level. The average annual out-turn of S.E.Os is about 500 trainees and about 2,500 S.E.Os have been trained so far.

47. The training of gram sevikas for work in the C.D. area has been organised by the Ministry of Food and Agriculture in cooperation with the Home Science Wings attached to the extension training centres. The CSWB is also considering to have part of its requirements of gram sevikas met through these training centres.

### *Training programmes for backward classes' welfare workers*

48. A 5½ months training course is conducted at Ranchi for social education organisers posted to work in special multi-purpose blocks. A separate one year in-service training programme is conducted at the Tata Institute of Social Sciences, Bombay for the welfare officers deputed by the State Governments and experienced workers for the Bhartiya Adimjati Sevak Sangh and other non-official agencies functioning in the tribal areas. The first course was begun in August, 1957 with 19 trainees, 14 from the State Governments and 5 from the Bhartiya Adimjati Sevak Sangh. Another 32 candidates have been admitted to the second course. The minimum educational qualification for admission is a graduate degree but this condition is relaxed in the case of experienced non-graduates. The training programme combines 6 months of theoretical instruction and 6 months of field work in scheduled tribal areas and in special multi-purpose tribal blocks.

49. The Bhartiya Adimjati Sevak Sangh and its affiliated bodies have 5 training centres for tribal welfare workers. There are three other such centres run by the State Governments of Orissa and Madhya Pradesh. Likewise for field workers in Harijan welfare, the Bhartiya Depressed Classes League and the Harijan Sevak Sangh hold short-term training courses of varying duration ranging from 3 weeks to 3 months. Most of the candidates are of the matriculation level, sometimes lower.

### *Field level staff*

50. The average duration of the existing training programme for field staff does not exceed one year. In the light of the special requirements of training programmes for welfare workers and the special combination of class room instruction and supervised field-work experience, a year can hardly be considered adequate duration.

### *Relationship with work programme in the field*

51. The present work programme of the welfare extension projects is centred round activities such as the organisation of a balwadi, social education classes, cultural and recreational programmes. Yet, in a number of training centres, it has been observed that relatively greater emphasis is given to activities such as spinning and weaving.

For example, a special problem faced by the field staff in the village centres is the need to deal with social forces that affect life in the villages. And yet very little emphasis is given to subjects such as rural sociology or acquiring an understanding of the forces that govern rural life. In the field of welfare of backward classes, it is necessary that a welfare worker should have not only an understanding of general social welfare but should also acquire a basic minimum knowledge of the economic and cultural aspects of the special groups and communities that he/she will be called upon to deal with.

### *Craft training*

52. In examining the craft programmes undertaken by the project centres, we have drawn a clear distinction between domestic crafts and economic crafts to be organised on a production basis under the direction of the Extension Officer (Industries) at the block level. The latter programme may, in certain cases, extend to specialised training for employment in various industries. It is also necessary in organising craft training programme for backward class trainees to provide for a large number of competent instructors in a wide variety of vocations and trades.

### *Organisation of a field work programme*

53. The organisation of a training programme for field level welfare personnel requires that class room instruction be integrated with a supervised field work programme. In the absence of trained staff in welfare agencies in the rural areas, the field work programme will continue, for some time, to be the responsibility of trained staff attached to each training centre. Such a programme would require to be phased over the entire training period so as to include initial observational visits and supervised field work under conditions approximating a reality situation. In a number of training institutions, very little time is given to field work. It is important that the distribution of time between class room instruction and field work experience should be more even.

### *Experimental projects*

54. The work of the training institutions can be given a more realistic basis if government can be persuaded to entrust them with the responsibility for conducting projects and programmes on an experimental basis. In one of the States visited by the Team, we were glad to see that the Principal of an extension training centre held additional charge of the post of block development officer. It was possible for him to provide his students with field work opportunities, and at the same time, he was able to strengthen the work programme undertaken at the block level. It was evidently a two-way process in the exchange of ideas and experience and we are convinced that training institutions should be entrusted with similar experimental projects. It would also be helpful if the training centres are located at the block headquarters and close to other training centres for other field level personnel.

### *Location of Training Centres in rural areas*

55. As the major demand for field level welfare personnel will continue to be for the implementation of rural programme, it is necessary, that training centres should be located in rural areas so as to provide the trainees with experience in an appropriate environment.



While some training centres in rural areas will also meet the requirements of welfare workers for backward classes, an additional number of centres would have to be opened in tribal areas.

#### *Integration of existing training programmes*

56. As mentioned earlier, several agencies are simultaneously conducting training programmes for gram sevikas. The question of the integration of these training programmes in terms of content, syllabi and standards has already received some attention. The need for securing this integration of programmes has assumed a certain measure of urgency as it is intended that all WEPs to be set up in future will be of the coordinated pattern. If trainees from these various training centres are to work efficiently and in harmony, it is necessary that the training programmes should be integrated at an early date.

#### *Training for welfare of backward classes*

57. What holds good in the field of training in social welfare is much more valid in the field of training for backward classes. It has already been stated earlier that a number of voluntary organisations and State Governments are running courses for these workers. Each course has its own syllabus and set of standards. It seems obvious that the training for welfare workers for backward classes will have to be grouped under two major heads, e.g., one for those working with Scheduled and Denotified Tribes and the other for those working with Scheduled Castes and other backward classes. The content of the training course, in each case, will fall in three parts, viz.:—

- (i) general grounding in welfare;
- (ii) specialised instruction in regard to the particular group which the trainee is likely to serve; and
- (iii) general orientation in economic and cultural aspects which fall within the purview of programmes and development of backward classes.

#### *Refresher and orientation courses*

58. It will be of great help to welfare staff who have completed a period of actual work in the field, if arrangements could be made to organise refresher courses for them at regular intervals. Such refresher courses have been organised at the Home Economics Wings attached to the extension training centres of the Ministry of Food and Agriculture. It is also suggested that a simple and effective way to improve the existing standards of welfare institutions would be through the organisation of short-term in-service training courses for untrained staff, already in position. It will not be possible or desirable to replace these workers; instead, it is suggested that an effort be made to improve their professional skills and efficiency. Orientation courses should also be organised for technical staff employed in the welfare projects, namely, teachers, engineers, overseers, doctors and other health personnel. These orientation courses have a special significance in programmes for the welfare of Scheduled Castes and Scheduled Tribes or such individuals and groups in distress, who would require to be treated with more than the usual sympathy and understanding. The Team, therefore, recommends that:—

- (a) *The duration of the training course for gram sevikas should be extended to a minimum period of two years.*

(b) The various courses taught at the training centres should be directly related to the actual duties and problems that the staff will be called upon to deal with in the field, and greater time should be set apart for courses on child-psychology, pre-school education and an understanding of the social forces that govern rural life.

(c) A distinction should be drawn between domestic crafts and economic crafts and the gram sevikas should be made proficient to teach domestic crafts, as an alternative to providing a separate craft instructor.

(d) Training programmes should integrate class room instruction with a field-work programme supervised by trained staff. This field-work programme should be phased over two-year training period on the following basis:—

(i) a period of field-work in a project centre with limited responsibility given to the trainee for running specific items of the programme over a period of a year as a supplement to class-room instruction; and

(ii) an extended period of field-work, say three months, during which the trainee will be posted to work with a gram sevika and will shoulder responsibilities that are almost equivalent to the actual work situation.

(e) In order to further enrich the field-work experience, Government should entrust the training institutions with projects and programmes on an experimental basis. The successful methods evolved in these projects could also be adopted in other projects.

(f) New training centres should appropriately be located near other training centres at block headquarters.

(g) The two distinct training programmes for gram sevikas, conducted at present by KGNM Trust and the Home Economics Wing, should be integrated at an early date on the following lines:—

(i) the content of the two training programmes should be identical;

(ii) minimum training standards should be observed by both programmes in respect of the number of trained teachers, the teacher-pupil ratio, the organisation of field work, the maintenance of libraries and the scientific orientation given to trainees;

(iii) text books should be prepared in the context of field conditions; and

(iv) each training centre should have at least one trained teacher drawn from the field of education, another from home economics and a third from social welfare. The cooperation of visiting lecturers can be secured from the rural extension training centres for the conduct of courses on agriculture and animal husbandry.

(h) *Periodic refresher courses should be organised for trained field staff, who have completed a period of service, on the lines followed by the Home Economics Wing.*

(i) *For those already serving in the field or in supervisory position, short-term in-service training should be provided so as to bring them on par with others who may receive the proposed training.*

(j) *Orientation courses should be provided for all the technical personnel, namely, teachers, engineers, overseers, doctors and other health personnel who are required to work among Scheduled Tribes or in Scheduled Areas.*

(k) *With regard to the content of the training programme for the auxiliary nurse-cum-midwife undertaken by the Ministry of Health the standard syllabus should be followed and should include a course in family planning.*

#### *Recruitment and training of trainers*

59. A number of recommendations have been made for improving the standards of training provided by schools at different levels. Special emphasis has been laid on ensuring that training programmes take on a more positive content; they should be directly related to the problems in the field and should deal with trainees with a minimum educational standard. It is necessary, therefore, that teachers at the training centres should themselves be recruited with a minimum standard of training and experience in their particular fields of specialisation. Necessary incentives may have to be given to attract suitable persons as teachers by way of improved salary scales, special allowances and permanent appointments. It will also be necessary to orient these teachers who, in addition to the necessary qualifications and supervisory experience, require to be oriented to working together in the achievement of the specific objectives of the welfare programme. The Team recommends that:—

(a) *Minimum standards should be maintained in the recruitment of teachers for the training centres in terms of training and experience in their particular fields of specialisation. e.g., education, home economics and social welfare work.*

(b) *Incentive should be given to attract teachers of the necessary calibre to these training centres in terms of improved salary scales, special allowances and arrangements for deputation from existing departments.*

(c) *Orientation programmes should be provided for these teachers in terms of special requirement of a welfare programme.*

(d) *Refresher courses should be organised at intervals to keep these teachers in touch with changing problems in the welfare field and their solutions.*

#### **Factors in recruitment**

##### *Recruitment of gram sevikas*

60. Difficulties are experienced in a number of States in the recruitment of gram sevikas for work in rural areas, both in terms of numbers and calibre. Some idea of the proportion of the prob-

Item can be secured by the fact that only 3,000 gram sevikas have been trained by the end of March, 1958, as against an estimated requirement of 11,200 gram sevikas by the end of the Second Plan period. The CSWB have pointed out that the problem is acute in States such as Rajasthan, Bihar and Orissa.\*

*The position in the field*

61. The field studies conducted by the Study Team reveal that 24 per cent of the gram sevikas, posted in the project centres studied by the Research Unit, were matriculates and about 50 per cent have passed the middle school standard. About 38 per cent of the gram sevikas have been through a programme-centred training course but had little actual field experience. Though 73 per cent of the gram sevikas belong to the age group 21—35 years, as many as 13 per cent were below 20 years of age. As regards the marital status, 42 per cent of the gram sevikas were married; 33 per cent were unmarried and 25 per cent were either widowed or divorced.

*Factors that affect the programme*

62. Due to the various difficulties experienced in the recruitment of qualified women workers to serve in the rural welfare centres, a number of employing authorities have found it necessary to relax the minimum educational standards below the matriculation level. This has had an adverse effect on the standard of training attained in the training centres and on the quality of the work programme. The Team considers it inadvisable to sacrifice the quality of personnel and the content of the programme merely to attain over-ambitious physical targets. If the gram sevika is expected to carry out her functions, with minimum efficiency, she should have reached at least the matriculation level of education. The content of the programme calls for the services of a mature woman whose advice will be readily acceptable to village women. We are of the opinion that if the programmes are to register any measure of success, the gram sevikas should preferably be recruited from within the age group of 25—35 years. The present emphasis of welfare programmes in the rural areas only serves to highlight the need for recruiting field level workers from among persons with a rural background. It is only those persons who are prepared to live and work in the villages that can be expected to bring a measure of understanding to their work and to the solution of rural problems. This consideration also holds true in the tribal areas where it has been emphasised by a number of authorities that apart from being prepared to undertake welfare work, the field level workers should have a special sympathy for and understanding of the problems of tribal people. Special facilities should be provided during the course of the training programme for acquiring proficiency in the local language, particularly with regard to tribal dialects. The Team, therefore, recommends that:—

(a) *The minimum educational qualifications of the trainees should be the matriculation standard.*

(b) *They should preferably be drawn from within the age group 25—35 years.*

\*Central Social Welfare Board Progress Report: October, 1955 to August 1957: Page 16.

(c) They should be selected from among persons with a rural background.

(d) The trainees, especially those recruited for work in tribal areas, should be assisted during the training period in acquiring proficiency in the local language.

### **Minimum service conditions**

#### *Minimum Service conditions for field staff*

63. All these considerations, detailed above, will be rendered completely unrealistic if steps are not taken immediately to improve the service conditions of field-staff. It is only if welfare workers, who are called upon to do a difficult job under more difficult conditions, can be assured of adequate incentives that one can expect the correct service. One of the first problems that requires attention is the existing feeling of insecurity among field staff employed indefinitely on a temporary basis. A case in point that highlights the present untenable situation is the women's welfare department of a major State where although the department was established as far back as 1931, no progress has been registered in making the staff permanent. The present uncertain status of the CSWB and State Social Welfare Boards prevents taking a decision on the permanency of staff. What makes the situation more painful is the fact that although staff in the welfare extension projects are performing similar functions, they have not been brought on par with other welfare staff belonging to a regular Government department, e.g., the mukhya sevika in a coordinated pattern WEP working alongside the woman SEO from the block staff. Then again, when women workers are expected to live and work in the villages where the project centres are located, it will be necessary to provide them with secure and adequate housing at little or no rent. Another factor that leads to discontent is that efficient and hard-working gram-sevikas with an exemplary record of service lack opportunities for promotion. The Team, therefore, recommends that:—

*The following steps should be taken to improve the service conditions of the field-level staff, viz.:—*

(a) *The field staff at present employed by the CSWB, for the purposes of the WEP programme, e.g., gram-sevikas, mukhya-sevikas, should be absorbed into permanent Government service and should then be deputed to work in the WEPs.*

(b) *The salary scale of the field staff should be equated with the scales paid to similar field staff under other departments.*

(c) *Opportunities should be provided for promotion on the basis of merit of gram-sevikas to the next higher post of mukhya-sevika.*

(d) *Secure and cheap accommodation should be provided for the gram-sevikas in the village centres.*

### **Cadre for welfare personnel**

64. The problem of finding suitable personnel in the welfare field cannot be resolved merely on the basis of training. It is neces-

sary to provide persons with adequate incentives that will encourage them to continue with a career in welfare work. It has been mentioned that in the field of personnel management and labour welfare, these incentives already exist. Statutory recognition has already been given to labour officers and they are assured of minimum salaries and service conditions. It will be necessary, therefore, to provide workers in the general fields of social welfare with similar incentives. One of the most effective ways of securing this objective lies in the organisation of a separate cadre of welfare personnel at the Centre and in the States for the administration of welfare programmes. Over a period of time, welfare programmes have acquired a considerable measure of significance, both in terms of the utility of the programmes and the extent of resources involved. It is envisaged that these programmes will continue to be extended and in line with the present trends the State will assume increasing welfare responsibilities. It is necessary that welfare administration be entrusted to trained and experienced welfare personnel and that the services of these personnel are utilised exclusively on the development of welfare programmes and raising the standards of welfare administration in particular. In order to regularise the flow of recruitment to this cadre, candidates should be directly recruited through the Union and State Public Service Commissions. Suitable safeguards will necessarily have to be provided for staff already in position and for regulating the system of promotions within the cadre. The Team, therefore, recommends that:—

(a) *Welfare programmes at the planning, administrative, supervisory and field levels must be executed with the aid of trained personnel.*

(b) *Union and State cadres for welfare personnel should be constituted.*

(c) *Recruitment to these cadres should be done through Public Service Commissions from among candidates with qualifications prescribed by the Advisory Board on Social Welfare.*

(d) *As an interim measure, the senior posts may be filled by officers from the administrative services to the extent trained and experienced welfare workers are not available to take over these responsibilities.*

(e) *Opportunities should be provided for workers to move to the higher levels on the basis of merit and experience.*

(f) *In addition to direct recruitment to these cadres, opportunities should be given for the absorption of persons already on the job on the completion of prescribed training programmes.*

## CHAPTER IV

### EVALUATION OF WELFARE PROGRAMMES

#### *Introductory*

The need for a proper evaluation of programmes financed wholly or partly from public funds is generally recognised. The Team, however, finds that no adequate machinery for evaluation of welfare programmes has so far been provided either at the Centre or in the States.

#### *Evaluation of programmes relating to welfare of backward classes*

2. The Office of the Commissioner for Scheduled Castes and Scheduled Tribes has made certain attempts at evaluating the programmes relating to the welfare of backward classes but in the absence of adequate staff and machinery, has not been able so far to undertake any programme of field research which would serve as the basis for evaluation. The Team, therefore, recommends that:—

*The office of the Commissioner for Scheduled Castes and Scheduled Tribes should continue to undertake the evaluation of the work of the Central and State Governments in this direction and that for this purpose, the Office of the Commissioner should be strengthened with appropriately qualified research personnel.*

#### *Evaluation of social welfare programmes*

3. On the social welfare side, nothing tangible in this respect seems to have been achieved even in the way of evaluation of aided agencies and programmes. In discussing the functions of the Central Social Welfare Board, we have stressed the importance of a continuous assessment by them, of their own programmes. Apart from such internal assessment, there would still be need for an appropriate evaluation machinery which would function independent of the executive agencies. While suggesting a suitable machinery for such external evaluation of social welfare programmes, we have noted the work done by the Programme Evaluation Organisation in the evaluation of community development programmes. The Team recommends that:—

*A new unit should be set up in the Programme Evaluation Organisation and staffed with appropriately qualified persons to undertake the work of evaluation of social welfare programmes.*

#### *Strengthening of machinery at the State level*

4. Evaluation to be adequate and thorough, should be conducted primarily at the State level, and an organisation functioning at the Centre cannot normally undertake the evaluation work effectively. The Team, therefore, wishes to emphasise that:—

*Evaluation machinery both of the Programme Evaluation Organisation and the Commissioner's Office will have to be duly strengthened particularly at the State level.*

In this connection it was noted by the Team that the composition of the Programme Evaluation Board at the Centre, as originally intended, provided for, besides the Chairman, also two other experts in the fields of economics and sociology. Although the Central Government Resolution setting up the Programme Evaluation Board did not specifically provide for association of non-officials, we feel that the association of non-official experts would make the evaluation machinery more effective. The Team, therefore, suggests that:

*Non-official experts should be associated with the evaluation undertaken by the proposed agencies.*

We visualise that although the experts may not necessarily be associated on a full-time basis, they would generally assist in the work of the evaluation staff. The evaluation reports prepared at each of the States should be made available to the State Departments concerned, so that necessary follow-up work may be initiated by them, without any procedural delay.

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**PART—V**  
**ECONOMY AND EFFICIENT UTILISATION**  
**OF RESOURCES**



## ECONOMY AND EFFICIENT UTILISATION OF RESOURCES

As required under our terms of reference, we have attempted in our studies to take care of the twin aspects of economy and efficient utilisation of resources. We have tried to discover areas in which economy can be effected without impairing efficiency. At the same time we have suggested measures to bring about greater efficiency, which might involve additional outlay, but will ensure proper utilisation of funds and an approximation to the desired objectives. In the balance, it cannot be said that we have shown absolute economy as such, in purely financial terms. But we have taken care to see that our recommendations do not lead to an overall expansion of outlay during the present Plan period. Here we must mention that the resources set apart in the Plan for social welfare and welfare of backward classes are extremely limited compared to those for many other items in the developmental sector, and our attempts at suggesting qualitative improvements could, with difficulty, be confined to the prescribed limits. However, we have tried to keep to the limits, in so far as the present Plan is concerned, whereas in projecting our recommendations into the future plans, we have assumed a reasonable increase in the existing allotments. The financial implications of our proposals, in the light of these assumptions are worked out in the subsequent paragraphs.

### Social Welfare

#### Welfare Extension Projects

2. We have envisaged that the coordinated type of projects will be the pattern for the future. In this we have suggested a reorganisation of staffing pattern to make for economy and have also suggested strengthening of the staff at certain points to cope with the qualitative improvements. The net financial picture that emerges is as follows:—

Description	Savings	Additional expenditure
	(Rs. p.m.)	
1. Abolition of the post of Woman Social Education Organiser .	200	..
2. Upgrading of the scale of Mukhya Sevika from Rs. 150 p.m. to Rs. 200 p.m. . . . .	..	50
3. Upgrading of the scale of Gram Sevika from Rs. 90 p.m. to Rs. 100 p.m. (10×10) . . . . .	..	100
4. Abolition of the post of Craft Instructor* (60×2) . . . . .	120	..
5. Upgrading of the post of Dai** at Rs. 50 to that of Nurse-cum-Midwife at Rs. 120 p.m. (Rs. 70×5 p.m.) . . . . .	..	350
TOTAL . . . . .	320	500
(Net additional expenditure : Rs. 180 p.m.)		

\* There are only 2 posts of Craft Instructors in a coordinated project.

\*\* There are five posts of Dais in a coordinated project.

Taking into account the phased programme of coordinated projects chalked out by the CSWB, the total additional expenditure during the Second Plan would come to Rs. 18.3 lakhs. In so far as the existing original type projects are concerned the net additional expenditure per month per project would come to Rs. 30 p.m. and the total additional expenditure during the Second Plan will work out to Rs. 1.57 lakhs. It might be mentioned here that we have prescribed several conditions which have to be fulfilled before the setting up of a project. If these recommendations are accepted, the actual number of projects that may be opened during this period is likely to be considerably less than envisaged at present by the CSWB. The additional expenditure involved would, therefore, be correspondingly reduced.

3. We have also recommended the appointment of Gram Sahayikas and Attendants in the project centres with a view to the association of elderly village women in the running of programmes. We do not envisage that it will be necessary to appoint them in all the centres. The availability of such persons, at least for the time being, is also likely to be limited. Ordinarily they would be appointed in centres catering to a large number of beneficiaries where, it is assumed, there would be part-time balwadi teachers to help the Gram Sevikas. With the appointment of the Gram Sahayika it would not be necessary to continue the part-time teacher. Since the salary of the part-time balwadi teacher (Rs. 15 p.m.) will be the same as the honorarium that may be paid to the Gram Sahayika, no additional expenditure will be involved on this account. However, where the programmes are particularly heavy, it might be necessary to appoint attendants, as suggested by us, at a salary of Rs. 10 p.m. But, we think, it is only in a very limited number of cases that it will be necessary to do so.

4. While dealing with the social welfare programmes in the C.D. blocks, we have suggested that the present allotment of Rs. 40,000 should continue in the IInd phase instead of Rs. 20,000 as envisaged by the Ministry of Community Development. This recommendation has been made by us in view of the fact that, even as it is, this allotment is barely sufficient to meet the cost of any welfare scheme of significance and is not, in point of fact, being put to effective use. Further, the assumption that the reduction in the allotment will be made good by increased popular contributions, will not be correct as unlike other schemes of development, e.g., the construction of a road, the welfare programmes are not apt to show quick results and make an impression on the public mind. It will, therefore, be a mistaken policy to reduce this amount in the IInd phase. So far as the present Plan is concerned, we find that the existing coordinated blocks will not be due for the IInd phase during this period. It is understood that the new projects to be opened during the Second Plan will also be coordinated with blocks that are in the Ist phase. There will thus be no additional expenditure involved on this account during the remaining years of the Plan. The progress of expenditure during the first two years of the Second Plan on community development blocks under different budget heads is presented in Annexure XVII. It would be seen that progress of expenditure under 'housing' and 'communications' is of the order of 15.2 per cent and

15·4 per cent respectively of the Plan provision. Making an allowance for a rise in the tempo of expenditure during the remaining years of the Plan it will be reasonable to assume that there will be quite a sizeable short-fall under these heads at the end of the Plan period. We would, therefore, suggest that the extra amount of Rs. 20,000 per block on social welfare as envisaged by us can be met from within the block allotment in the Third Plan by a suitable adjustment under these heads on which performance has been decidedly poor during this Plan.

#### *Grants-in-aid to Voluntary Institutions*

5. Here our studies have revealed a rather chaotic situation in which the grants are given in a haphazard manner without any well-defined criteria to go by and there are no means of ensuring that they contribute to a proper and balanced growth of the institutions. In our recommendations, we have tried to see that (a) the grants go to the deserving institutions which have maintained certain standards and are capable of development; (b) a reasonable measure of support by way of maintenance grant is assured to the institutions so that their programmes of development are not discontinued or affected through the inadequacy of maintenance resources; (c) the institutions are actively helped to maintain and improve the quality of their services; and (d) the possibility of procedural delays and difficulties is reduced to the minimum. In financial terms, the following recommendations will involve an additional expenditure:—

- (1) the establishment of a field counselling service by the CSWB;
- (2) the setting up of a machinery of recognition and registration of institutions by the State Governments; and
- (3) payment of maintenance grants by the State Governments on a certain percentage of the income of the institutions.

In regard to the field counselling service, we envisage that there will be one Technical Officer to attend to about 50 voluntary welfare institutions. Taking the total number of institutions at the present figure of 5,000, there would be need for 100 officers to man the entire field. The pay scale of these officers, we would suggest, may be Rs. 350—25—800 per month. We also envisage that no extra staff need be appointed to help them and that they would draw on the assistance of the staff with the State Board. Assuming that all these officers would be in position from 1—3—60, the total additional expenditure till the end of the Second Plan works out to about Rs. 6 lakhs at the average rate of Rs. 500 per month for each officer.

6. It is not possible for us to determine the amount involved in setting up of the machinery of registration by the State Governments. In so far as the present Plan is concerned, it is not likely that there will be any significant expenditure on this account as it will take some time for the State Governments to set up the machinery. It follows that the additional liability on account of the maintenance grants will not be substantial during this period. Anyway, we may mention here that so far as it appears from our study of selected voluntary institutions during the last three years, the per-

centage of State Government assistance to the voluntary institutions has been of the order of 50·3 per cent, 48·4 per cent, and 45·7 per cent of the total income of the institutions respectively during the years 1956-57, 1957-58 and 1958-59. We are, therefore, led to believe that the additional liability to the State Governments will be only a little over the expenditure normally incurred on grants to these institutions. What we envisage is that while the allotment in the Second Plan for development and capital grants paid through the CSWB may remain undiminished, the nucleus of a programme of maintenance grants may be started with the funds now being paid by the State Governments as grants supplemented by the surplus funds available under Grants for Public Cooperation, which as the team have recommended, should be discontinued. In the Third Plan however, separate allocations should be made for development, capital and maintenance grants from out of the total resources made available for grants-in-aid to voluntary organisations.

*Decentralisation of WEP Programmes and Grants-in-aid*

7. We have recommended that the executive authority in relation to the Welfare Extension Projects and the grants-in-aid programme should now vest in the State Boards. We find that the number of officers in the Central Social Welfare Board now being engaged on the work relating to Welfare Extension Projects is as follows:—

Designation of Post	No.	Pay scale
1. Project Officer . . . . .	1	720—1100
2. Research Officers . . . . .	10	275—25—500
3. Technical Assistants] . . . . .	3	160—10—450

It will not now be necessary for the Research Officer and the Technical Assistants to be utilised on this work. But we do not suggest a reduction of the strength on this account as the staff may be employed in carrying out other duties of a technical kind that would arise out of the revised functions of the Board and particularly the work relating to Survey and Research. We also do not think that the staff of the State Board need be augmented for dealing with WEPS, as they are already engaged on the operational aspect of the schemes and their duties would not increase to any appreciable extent on account of the removal of the control exercised by the CSWB.

8. On the grants-in-aid side the number of officers in the CSWB, now engaged on this work, is as follows:—

Description of post	No.	Pay Scale
1. Administrative Officer (Grants) . . . . .	1	530—30—800
2. Inspecting Officers . . . . .	8	350—25—500
3. Technical Assistants . . . . .	8	160—10—150

It has been noticed that the Inspecting Officers have been placed incharge of work relating to the processing and scrutiny of the applications for grants-in-aid in addition to their inspectorial duties. This, we feel, detracts from the effectiveness of the Inspectorate. Now that these officers will be relieved from work in connection with the applications for grants-in-aid they should be able to concentrate on inspection. We do not, therefore, consider any change in the present staffing pattern, on this account. At the State Board level there are now 15 Welfare Officers and 19 Inspecting Officers, the number varying from State to State. There is no clear demarcation of duties between these two categories of officers and they look to the working of the Welfare Extension Projects as also of the aided institutions from more or less the financial angle. We would suggest that the Welfare Officers may be engaged exclusively on the work relating to WEPs and the Inspectors on the checking and scrutiny of the accounts of the institutions. With the institution of the Field Counselling Service, as an effective supplement to the Inspectorate, we think that the present inspecting staff will be adequate to cover the work of the aided institutions from the financial angle.

9. The additional expenditure that arises out of our major recommendations on the social welfare side, as indicated above, can, we feel, be met from the following sources:

#### *Grants for public cooperation*

We have recommended that there should be no separate grants for public cooperation and that instead grants-in-aid for specific schemes should be given to voluntary institutions of standing and repute who are in a position to mobilise popular initiative. We find that under the Second Five Year Plan, a total provision of Rs. 5 crores was made for Public Cooperation schemes. Of this Rs. 4 crores were earmarked for general schemes under the control of the Planning Commission and the remaining Rs. 1 crore was earmarked for Irrigation and Power schemes under the Ministry of Irrigation and Power. As against the total provision of Rs. 5 crores, the actual expenditure during the first two years of the Second Plan was of the order of only Rs. 8.17 lakhs. If the revised estimate of Rs. 2.40 lakhs for 1958-59 is taken as the actual expenditure for that year, the total expenditure under the scheme for the first three years of the Plan works out to Rs. 11.10 lakhs. If the expenditure for the year 1959-60 is presumed to be the same as that for 1958-59, the unspent portion of the outlay for the remaining one year of the Plan would be about Rs. 4.86 crores which would represent the net savings. It, however, appears that the revised outlay on Public Cooperation schemes on the reappraisal of the Plan has been tentatively put at Rs. 1 crore. On this basis, the net saving would work out to about Rs. 86.5 lakhs.

#### *Labour and Social Service Camps*

We have recommended that the scheme of labour and social service camps should be discontinued. The original Second Plan outlay under these schemes was Rs. 3 crores. On reappraisal, the total outlay has been fixed at Rs. 2.80 crores. The actual expenditure on the schemes during the years 1956-57 and 1957-58 was of the order of Rs. 95.71 lakhs and the revised estimate during 1958-59 has been put at Rs. 50 lakhs.



Assuming that the actual expenditure during 1958-59 would correspond to the revised estimate for that year, the unspent portion of the total provision would come to Rs. 134.29 lakhs. If our recommendation takes effect from 1st April, 1960, it may be taken that for the year 1959-60 an additional amount of Rs. 50 lakhs would have been spent on these schemes. Deducting this amount, the net saving would be of the order of Rs. 84.29 lakhs. Thus we would suggest that the additional total expenditure of Rs. 19.9 lakhs on Welfare Extension Projects and Rs. 6 lakhs on Field Counselling Service may be met from within the surplus of Rs. 84.29 lakhs available from within the provision for Labour and Social Service Camps, while the surplus of Rs. 86.5 lakhs under Grants for Public Cooperation may be utilised to start the nucleus of a programme of maintenance grants as stated earlier.

10. There are some other recommendations on social welfare in which we have pointed out that there is need for qualitative improvement in work and the strengthening of the machinery at certain points. This is only to point out the present deficiencies and the ineffective utilisation of resources. Additional financial outlay is not, therefore, envisaged in this connection.

#### *Welfare of Backward Classes*

11. On schemes relating to welfare of backward classes we have made certain recommendations which specifically involve additional financial outlay. The recommendations and the financial implications are as given in the subsequent paragraphs.

12. We have recommended that in consideration of the difficult living conditions in tribal areas, there should be extra allowances as for example, 25 per cent of the salary in respect of Block Development Officers and other Extension Officers and higher allowances up to 50 per cent. of the salary in respect of village level workers and other low-paid staff. Assuming that our recommendations will come into effect from 1st March, 1960, the total additional cost during the remaining years of the Plan on 43 multi-purpose blocks works out to Rs. 9.75 lakhs as given in Annexure XVIII.

13. We have recommended that Assistant Commissioners for Scheduled Castes and Scheduled Tribes should preferably be drawn from among the IAS or equivalent services cadre of the State other than to which they are required to be posted. We envisage that the IAS incumbent who would join as Assistant Commissioner is to be from the senior scale of IAS carrying a pay scale of Rs. 850—1,800. If the incumbent is from the cadre of a State Administrative Service, he would normally be a Senior Officer and would be in about the same scale of pay. Assuming that the recommendation would come into force from 1st March, 1960, the total expenditure involved against the 18 sanctioned posts during the remaining one year of the Plan works out to Rs. 0.97 lakhs.

14. In dealing with the Office of the Commissioner for Scheduled Castes and Scheduled Tribes, we have suggested that his office should be strengthened with appropriately qualified research personnel. We have further recommended that the evaluation machinery of his office should be duly strengthened particularly

at the State level. We think that an additional strength of 18 Research Officers in the grade of Rs. 350-800 and 18 Investigators in the scale of Rs. 160-350 will be sufficient to strengthen the evaluation machinery at the State level. The total additional cost on this account during the remaining Plan period works out to Rs. 1.60 lakhs.

15. In dealing with tribal research, we have recommended that steps should be taken to establish a Central Institute of Tribal Welfare and that the Director should be assisted by suitably qualified research staff to cover each major branch of Tribal Welfare namely, education, social education, social organisation, economic development etc. It is envisaged that the proposed Central Institute would be of more or less the same type as the existing Department of Anthropology with the exception that in place of Research Staff for Anthropology, there will be staff to deal with the subjects indicated above. Assuming that there will be the same number of research staff as in the Department of Anthropology with equivalent scales of pay, the total expenditure will be of the order of Rs. 10 lakhs per year.

16. Besides the recommendations referred to above, we have suggested certain changes towards qualitative improvements which might involve additional financial commitments at places which we are not in a position to determine. But mostly we have tried only to spotlight the deficiencies and pointed out the need for an effective and full utilisation of funds.

17. We have made, in the course of our studies, an analysis of the expenditure incurred on the welfare of backward classes in the State Plans as also in the Centrally-sponsored schemes during the Second Plan period. A detailed analysis of the scheme-wise expenditure in 7 States is attached. It will be seen that the percentage of total expenditure of all these States during the first two years of the Plan to the total Plan provision is of the order of 25.6 per cent on education, 19.6 per cent on medical and public health, 32.5 per cent on agriculture and animal husbandry, 7.2 per cent on commerce and industry, 20.5 per cent on communications, 22.5 per cent on cooperation, 29.2 per cent on housing, rehabilitation and settlement and 28.7 per cent on other schemes. Taking all States and Union Territories together the total expenditure during the first two years of the Plan and the revised estimate for 1958-59 has been Rs. 25.79 crores in the State Plans and Rs. 9.99 crores in the Centrally-sponsored schemes. Assuming that the expenditure during the next 2 years will be of the order of the revised estimate for 1958-59, it appears that there will be a total expenditure of Rs. 47.43 crores and Rs. 19.67 crores in the State Plans and the Centrally-sponsored programmes, against the Plan allotment of Rs. 57.90 crores and Rs. 32.05 crores respectively. Thus there is likely to be a shortfall of Rs. 10.47 crores in the State Plans and Rs. 12.38 crores on Centrally sponsored programmes at the end of the Second Plan. However, it may be that the tempo of expenditure will be increased during the remaining years of the Plan. Even so, it is extremely unlikely that the shortfall will be reduced to any appreciable extent and it can be assumed that it will not be less than Rs. 15 crores. It, therefore, seems to us that the additional financial outlay involved in our recommendations can be easily met from within the available surplus in the Plan resources.

18. It might be mentioned here that while there are no specific areas of economy that we have pointed out in our study of the welfare of backward classes, we have gone in detail into the procedural aspects in regard particularly to financial administration as we have noticed that the delays and shortcomings in the procedure have been the major reason of the shortfalls. Decentralisation of authority and mobility in the utilisation of funds are the two most important aspects that we have tried to emphasise in our recommendations on financial administration and we believe that these will go a long way towards economy and speedy implementation of the schemes.

K. C. Das,  
*Secretary.*

NEW DELHI,  
*July 7, 1959.*

Renuka Ray, *Leader*

H. C. Heda, *Member*

M. S. Gore, *Member*

Phool Singh, *Member*

S. Varadappan, *Member*

R. L. Jangde, *Member*

J. S. Lall, *Member*

**PART VI**  
**ANNEXURES**



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# ANNEXURE I

## *Plan Outlay and Allocations for Social Services*

(Rs. in Crores)

Sl. No.		Total provision in the Five Year Plans		Revised allocation in the Second Plan
		First Plan	Second Plan	
1	2	3	4	5
	Education . . . . .	164	307	285
2	Health . . . . .	140	274	255
3	Housing . . . . .	49	120	100
4	Welfare of Backward Classes . . . . .	32	91	83
5	Social Welfare . . . . .	5	29	50
6	Labour & Labour Welfare . . . . .	7	29	
7	Special Schemes relating to Educated Unemployed Rehabilitation . . . . .	..	5	
		136	90	90
	TOTAL . . . . .	533	945	863



## ANNEXURE II

### *Coverage of Welfare Extension Project Centres*

A Welfare Extension Project of the original pattern is supposed to cover on an average about 25 villages. It is only in 5 villages, however, that the actual centres are located and the field staff posted. The centres are meant to be the nucleus from where, the field staff are required to cover the other villages. Our sample studies reveal that as much as 41 per cent of the villages under the WEPs are at present not covered by the field staff effectively. The position in respect of the co-ordinated projects, where the size of the project and the number of villages are much larger, is still worse. The following abstract summarises the findings of our research studies, details of which are proposed to be incorporated in a later volume of this Report.

Type of Projects	No. of projects studies	Total No. of villages covered by the survey	No. of villages effectively covered	No. of villages not effectively covered	Col. 4 as percentage to Col. 3	Col. 5 as percentage to Col. 3
1	2	3	4	5	6	7
Original . .	35	787	462	325	59	41
Co-ordinated . .	5	184	56	128	30	70
TOTAL . .	40	971	518	453	56	44

# ANNEXURE—III

## *Targets and Achievements relating to Establishment of Welfare Extension Projects*

SL. No.	States/Union Territories	Total No. of WEPs (original pattern) set up by the end of the year 1958-59*	Co-ordinated			Type of Welfare		Extension		Projects	
			No. of allotted Projects 1957-58	No. of allotted Projects 1958-59	Total No. of Projects allotted for the years 1957-59 (Cols.4+5)	Total No. of Projects actually started by the end of February 1959	No. of Projects in the years 1959-60	1960-61	Total 1959-61 (Cols. 8+9)	9	10
1	2	3	4	5	6	7	8	9	10		
1	Andhra Pradesh	34	13	18	31	2	26	36	62		
2	Assam	17	7	6	13	2	10	12	22		
3	Bihar	17	26	23	49	7	34	46	80		
4	Bombay	66	27	27	54	34	42	54	96		
5	Kerala	17	4	5	9	6	8	10	18		
6	Madhya Pradesh	50	28	15	43	20	22	30	52		
7	Madras	24	7	13	20	12	20	26	46		
8	Mysore	38	6	10	16	9	16	20	36		
9	Orissa	17	10	12	22	3	18	24	42		

1	2	3	4	5	6	7	8	9	10			
10	Punjab	.	.	.	29	8	7	15	4	12	14	26
11	Rajasthan	.	.	.	18	14	8	22	2	12	16	28
12	Uttar Pradesh	.	.	.	50	20	37	57	3	56	74	130
13	West Bengal	.	.	.	27	4	15	19	10	22	30	52
14	Jammu & Kashmir	.	.	.	8	10	..	10	..	..	..	..
15	Union Territories	.	.	.	29	5	4	9	2	2	8	10
TOTAL		.	441	189	200	389	116	300	400	700		

\*When the programme of welfare extension projects was first introduced in 1954, the CSWB's initial target was to establish by the end of the First Plan, one WEP per each of the 326 districts of the country. Against this target, 206 WEPs were actually started by the end of the First Plan and the same also included, in certain cases, more than one projects established in the same district. From the year 1956-57 onwards, it was originally proposed by the CSWB to start one additional project in each district in each year for the first three years of the Second Plan. Realisation of this target would have thus resulted into setting up of four projects per each district or in all 1304 WEPs by the end of the year 1958-59. The actual progress of establishment of WEPs was, however, quite slow and only 106 and 31 additional projects were set up in the year 1956-57 and 1957-58 respectively. Sometime after the introduction in April, 1957, of the coordinated type of WEP, it was decided to discontinue starting any additional WEP of the original pattern.

# ANNEXURE IV

## *District-wise coverage of Welfare Extension Projects*

Sl. No.	State	Total No. of Districts in each State	No. of Districts covered by original and/or co-ordinated pattern of WEPs by the end of the month of April 1959	No. of District not yet covered
1		2	3	4
1.	Andhra Pradesh .	19	18	1
2.	Assam . . .	11	11	.
3	Bihar . . .	17	15	2
4.	Bombay . . .	43	41	2
5	Kerala . . .	8	7	1
6	Madhya Pradesh .	43	41	2
7	Madras . . .	13	12	1
8	Mysore . . .	19	19	..
9	Orissa . . .	13	13	..
10	Punjab . . .	21	19	2
11	Rajasthan . . .	26	12	14
12	Uttar Pradesh .	51	38	13
13	West Bengal	16	15	1
14	Jammu & Kashmir .	12	8	4
15	Union Territories .	14	11	3
TOTAL .		326	280	46

**ANNEXURE V**  
*Dates of Sanction of Grants by the State Governments and their withdrawal from the Treasury*

1956-57											1957-58	
Sl. No.	State	Date of Sub-mission of accounts	Whether accounts submitted were audited or unaudited	Date of sanctioning the grant	Date of withdrawal from the Treasury	Date of sub-mission of accounts	Whether accounts submitted were audited or unaudited	Date of sanctioning the grant	Date of withdrawal from the Treasury			
1	Andhra Pradesh	..	Unaudited	(i) 12-7-56 (ii) 4-9-56 (iii) 29-3-57	(i) 7-11-56 (ii) 7-11-56 (iii) 31-3-57 31-3-57	(i) 30-11-57 (ii) 12-12-57 (iii) 16-1-58	..	..	(i) 31-12-57 (ii) 20-1-58 (iii) 18-2-58 31-3-58 31-3-58 31-3-58	10		
2	Assam	..	..	23-1-57	28-3-57	..	..	(i) 7-4-57 (ii) 13-1-58 (iii) 13-3-58 (iv) 13-3-58	29-4-57 10-3-58 27-3-58 27-3-58	March '58		
3	Bihar	14-4-56	Unaudited	30-8-56	3-1-57	29-8-57	Unaudited	6-2-58	March '58			
4	Kerala	2-7-56	Audited	(i) 2-7-56 (ii) 16-10-56 (iii) March '57	(i) 31-7-56 (ii) 29-10-57 (iii) 4-4-57	21-11-57	Audited	(i) 12-7-57 (ii) 23-11-57 (iii) 21-2-58 (iv) 13-8-58	(i) 22-7-57 (ii) 14-12-57 (iii) 17-3-58 (iv) 31-3-58			
5	Madhya Pradesh	7-2-57	Original claim	23-3-57	31-3-57	21-11-57	Audited	2-1-58	21-2-58			
6	Madras	..	..	(i) 11-8-56 (ii) 21-2-57	(i) 20-9-56 (ii) 18-3-57	..	..	(i) 29-4-57 (ii) 26-6-57 (iii) 9-10-57 (iv) 20-11-57 (v) 4-2-58	(i) 17-6-57 (ii) 12-8-57 (iii) 14-11-57 (iv) 28-1-58 (v) 24-2-58			

7	Orissa	.	2-5-56	Unaudited	28-11-56	17-2-57	1-5-57	Unaudited	(vi)	4-3-58	(vi)	14-3-58
			23-8-56	Audited	(i)	3-1-57	23-12-57	Audited	(vii)	8-3-58	(vii)	14-3-58
8	Punjab	.	23-10-56	Unaudited	(ii)	28-3-57	23-10-57	Audited	(viii)	20-3-58	(viii)	17-3-58
			..	..	(iii)	29-3-57	..	..	(ix)	11-3-58	(ix)	17-3-58
9	Rajasthan	.	..	..	..	28-3-57	..	..	(x)	21-8-57	(x)	12-10-57
10	Uttar Pradesh	.	(i)	Unaudited	(i)	15-10-56	(i)	Audited	..	..	..	16-1-58
			(ii)	Do	(ii)	17-1-57	(ii)	Do	(i)	29-7-57	(i)	5-9-57
			(iii)	Do	(iii)	29-3-57	(iii)	Do	(ii)	28-10-57	(ii)	21-11-57
			(iv)	Do	(iv)	29-3-57	(iv)	Do	(iii)	28-10-57	(iii)	17-2-58
			(v)	Do	(v)	29-3-57	(v)	Do	(iv)	8-3-58	(iv)	25-3-58
			(vi)	Do	(vi)	29-3-57	(vi)	Do	(v)	26-3-58	(v)	31-3-58
11	West Bengal	.	(i)	Audited	(i)	6-9-56	(i)	Sept. '57	(i)	12-9-57	(i)	15-10-57
			(ii)	Do	(ii)	18-2-57	(ii)	18-5-57	(ii)	4-3-58	(ii)	24-3-58
			(iii)	Do	(iii)	19-1-57	(iii)	18-5-57	(iii)	23-12-57	(iii)	26-2-58
			(iv)	Do	(iv)	19-2-57						
			(v)	Do	(v)	20-3-57						
12	Jammu & Kashmir	.	19-6-56	Unaudited	5-12-56	19-1-57	18-5-57	Unaudited	23-12-57	26-2-58		
			..	..	..	19-2-57	..	..	..	..		
13	Delhi	.	16-7-57	Unaudited	(i)	8-10-56	2-9-58	Audited	(i)	8-10-57	(i)	21-10-57
			..	..	(ii)	28-3-57	2-9-58	Audited	(ii)	22-12-57	(ii)	8-1-58
			..	..	..	28-3-57	..	..	(iii)	27-2-58	(iii)	26-3-58
14	Himachal Pradesh	.	..	Information not available	..	..	3-7-58	Unaudited	(i)	1-6-57	(i)	31-8-57
			..	..	..	..	28-8-57	Audited	(ii)	26-2-58	(ii)	13-3-58
15	Manipur	.	..	..	(i)	31-3-57	28-8-57	Audited	(iii)	No grants-in-aid during '57-58.		
			..	..	(ii)	14-8-58	..	..	(iv)	..		
16	Pondicherry	.	..	..	(i)	7-9-56	10-12-57	Unaudited	(i)	10-7-57	(i)	11-7-58
			..	..	(ii)	5-3-57	18-3-57	Do.	(ii)	2-1-58	(ii)	2-1-58

**NOTE.**—The information for the State of Bombay and Mysore and the Union Territory of Andaman & Nicobar has not been received so far ; in the case of NEFA it is incomplete and for Tripura no cash contributions were made by the State Government prior to 1958-59.

**ANNEXURE VI**  
*Amounts of Grants Sanctioned and Number of Institutions Aided by the Central Social Welfare Board under their Grants-in-Aid Programme*  
 (Rs. in lakhs)

Serial No.	States/Union Territories	Grants sanctioned for a year as a time during the period August 1953 to February 1955										Long term Grants sanctioned up to Feb. 1956 to be utilised upto March 1961	
		Child Welfare		Women Welfare		Welfare of Handi- capped		General Welfare		Total		No. of aided institutions	Amounts sanctioned
		No. of aided institutions	Amounts sanctioned	No. of aided institutions	Amounts sanctioned	No. of aided institutions	Amounts sanctioned	No. of aided institutions	Amounts sanctioned	No. of aided institutions	Amounts sanctioned		
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Andhra Pradesh	100	2.95	131	5.00	5	0.28	71	3.53	307	11.76	39	8.39
2	Assam	107	1.59	60	1.57	2	0.42	63	2.16	237	5.73	21	3.88
3	Bihar	43	2.32	23	1.06	7	0.40	45	2.46	118	6.24	21	3.41
4	Bombay	410	9.76	390	12.81	77	4.95	235	7.74	1,112	35.26	91	21.23
5	Kerala	125	2.55	145	30.27	11	0.49	99	2.07	380	8.38	58	10.32
6	Madhya Pradesh	112	2.65	105	2.70	13	1.21	36	0.75	266	7.32	22	5.13
7	Madras	110	5.08	68	3.28	12	0.89	43	1.83	233	11.08	80	13.41
8	Mysore	130	3.91	170	4.96	11	0.32	42	1.60	353	10.79	46	9.59
9	Orissa	42	1.50	51	1.59	3	0.10	32	0.86	128	4.05	13	2.70

10 Punjab	.	.	.	27	0.90	67	2.31	6	0.44	29	0.86	129	4.51	25	4.28
11 Rajasthan	.	.	.	135	2.59	51	2.14	1	0.02	26	0.63	213	5.38	20	2.72
12 Uttar Pradesh	.	.	.	40	1.50	66	2.63	23	1.52	85	3.53	214	9.18	52	11.80
13 West Bengal	.	.	.	123	4.87	205	7.64	16	1.21	270	6.75	619	21.47	152	24.28
14 Jammu & Kashmir	.	.	.	2	0.05	5	0.45	2	0.27	1	0.06	10	0.83	5	1.03
15 Delhi	.	.	.	50	2.35	32	1.72	12	1.32	24	2.40	118	7.79	11	3.65
16 Other Union Territories	.	.	.	15	1.07	11	0.73	3	0.09	19	0.81	48	2.70	17	1.62
<b>Total</b>	.	.	.	1,576	45.64	1,580	53.86	204	13.93	1,125	38.04	4,485	151.47	673	127.44









## ANNEXURE VIII

### *Specimen Form of Application for Grants-in-aid*

#### APPLICATION FOR GRANTS-IN-AID

1. Name of the Institution and full address .....
2. Name of the parent organisation, if any .....
3. Date of establishment. ....
4. Date of Registration. ....  
(A copy of the Constitution may be enclosed)
5. Name of the executive Officer who is authorised to correspond in this behalf .....
6. Details of the present activities of the institution. The information may be furnished in the following form:

<i>Nature of activity</i>	<i>When started</i>	<i>No. of beneficiaries</i>
(i) Maintenance of inmates		
(ii) Educational		
(iii) Recreational		
(iv) Medical and Public Health		
(v) Vocational training		
(vi) Exper advisory service		
(vii) Any other		
7. Details of the Programme for which assistance is sought, showing the estimates of expenditure to be incurred from the grant on different heads of expenditure during the year (each year, if the grant is for a period of years)		

#### *Heads of expenditure*

- (a) Land and buildings
- (b) Equipment and furniture
- (c) Increase in amenities and standard of service (Schemes to be specified)
- (d) Additional inmates
- (e) Additional staff
- (f) Contingencies
- (g) Any other
8. Estimates of matching contributions expected to be received during each year of the grant, including the source thereof. ....
9. Statement of accounts of income and expenditure of the institutions for the last three years. (Published reports, if available, for the period may be sent). ....

## ANNEXURE IX

*Second Plan Provision for Social Welfare under the State Plans  
as percentage to the total provision for the State Plans*

(Rs. in lakhs)

States and Union Territories	Provision for the total State Plan 1956-61	Provision for Social Welfare	Column(3) as % age of Column(2)
1	2	3	4
1. Andhra Pradesh . . . . .	17476·36	94·17	0·53
2. Assam . . . . .	5793·69	50·72	0·88
3. Bihar . . . . .	19021·99	62·57	0·33
4. Bombay . . . . .	35023·93	167·60	0·47
5. Kerala . . . . .	8700·00	30·49	0·35
6. Madhya Pradesh . . . . .	19089·27	110·03	0·57
7. Madras . . . . .	15226·54	74·97	0·49
8. Mysore . . . . .	14513·00	49·54	0·34
9. Orissa . . . . .	9997·01	34·44	0·34
10. Punjab . . . . .	16267·66	66·14	0·40
11. Rajasthan . . . . .	10527·26	42·53	0·40
12. Uttar Pradesh . . . . .	25309·65	124·65	0·40
13. West Bengal . . . . .	15766·90	22·68	0·14
14. Jammu & Kashmir . . . . .	3392·07	16·62	0·50
15. Union Territories . . . . .	6933·70	13·76	0·19
<hr/>			
TOTAL—ORIGINAL . . . . .	223039·03	960·91	0·43
REVISED . . . . .	204800·00	700·00	0·34

# ANNEXURE X

*Per Capita State Plan outlay for Social Welfare under the Second Five Year Plan*

States and Union Territories	Outlay on Social Welfare under the State Plans (Rs. in Lakhs.)	Population (In lakhs.)	Per Capita Outlay on Social Welfare (Rs. in Lakhs.)
I	2	3	4
1. Andhra Pradesh . . . . .	94·17	312·60	0·30
2. Assam . . . . .	50·72	90·44	0·56
3. Bihar . . . . .	62·57	387·84	0·16
4. Bombay . . . . .	167·60	482·65	0·35
5. Kerala . . . . .	30·49	135·49	0·22
6. Madhya Pradesh . . . . .	110·03	260·72	0·42
7. Madras . . . . .	74·97	299·75	0·25
8. Mysore . . . . .	49·54	194·01	0·26
9. Orissa . . . . .	34·44	146·46	0·24
10. Punjab . . . . .	66·14	161·35	0·41
11. Rajasthan . . . . .	42·53	159·71	0·27
12. Uttar Pradesh . . . . .	124·65	632·16	0·20
13. West Bengal . . . . .	22·68	263·02	0·09
14. Jammu & Kashmir . . . . .	16·62	44·10	0·39
15. Union Territories . . . . .	13·76	48·08	0·28
<b>TOTAL . . . . .</b>	<b>960·91</b>	<b>3618·38</b>	<b>0·27</b>

## ANNEXURE XI

### *Existing Pattern of Distribution of Welfare Subjects at the Centre*

Ministry	Subjects dealt with
1. Ministry of Education . . . . .	(a) Central Social Welfare Board. (b) Youth Welfare and Recreational Services. (c) Education and Welfare of the Handicapped <i>viz.</i> , the blind, the deaf, the crippled and the mentally handicapped. (d) Social Work Training and Research. (e) Social Education.
2. Ministry of Health . . . . .	(a) Maternity and Child Welfare Services (b) Medico-Social Work. (c) Rehabilitation of the Physically and Mentally Handicapped and of T.B. and Leprosy Patients. (d) Health Services for School-going Children. (e) Family Planning.
3. Ministry of Home Affairs . . . . .	(a) Welfare of Scheduled Castes, Schedule Tribes and Other Backward Classes. (b) Beggary or Vagrancy. (c) Juvenile Delinquency and Probation. (d) Welfare of Prisoners. (e) Social and Moral Hygiene. (f) Rehabilitation of Persons discharged from Correctional and non-Correctional Institutions. (g) Emergency Relief Measures.
4. Ministry of Community Development . . . . .	(a) Welfare of Women and Children in the Rural Areas. (b) Social Education.
5. Planning Commission . . . . .	Examination and processing of Development Programme, and formulation of National Policy.

## ANNEXURE XII

*Suggested Allocation of Welfare Subjects to be dealt with by the proposed Social Welfare Department at the Centre and the Welfare Departments in the States*

Welfare Subject	Ministry at present dealing with the subject at the Centre
1. Youth Welfare and Recreational Services	Ministry of Education
2. Education and Welfare of the Handi- capped . . . . .	Ministry of Education
3. Social Work, Training and Research	Ministry of Education
4. Beggary and Vagrancy . . . . .	Ministry of Home Affairs
5. Juvenile Delinquency and Probation . . . . .	Ministry of Home Affairs
6. Social and Moral Hygiene . . . . .	Ministry of Home Affairs
7. Rehabilitation of persons discharged from Correctional and non-Correctional Institutions. . . . .	Ministry of Home Affairs



### ANNEXURE XIII

*Departments dealing with Social Welfare and Welfare of Backward Classes in the States and the items covered under each*

Sl. No.	State	Department	Subjects covered
1		3	4
1	Andhra Pradesh	(1) Directorate of Women's Welfare	Women's Welfare
		(2) Directorate of Social Welfare	Welfare of Scheduled Castes, Ex-Criminal Tribes and Other Backward Classes
		(3) Director of Tribal Welfare	Welfare of Scheduled Tribes, Development of Scheduled Areas
2	Assam	(1) Community Development	(a) Rural & Urban Community Welfare Centres, including Social Education Service (b) Women & Child Welfare (c) Family Welfare (including Family Planning) (d) Youth Welfare & Leisure Time Activities
		(2) Education Department	Welfare of Physically Handicapped
		(3) Medical Development	(a) Welfare of the Mentally-retarded and Ill (b) Mental Hygiene
		(4) Public Health Department	Welfare of persons suffering from incurable diseases
		(5) Home Department	(a) Juvenile Delinquency (b) Suppression of Prostitution & Immoral Traffic in Women (c) Prevention of Vagrancy (d) Probation Service (e) Welfare Services in Prisons (f) After-care
		(6) Relief & Rehabilitation	Special Welfare Services for Displaced Persons
		(7) Revenue	(a) Emergency Relief to Victims of Natural Calamity

## ANNEXURE XIII—(Contd.).

1	2	3	4
	(8) Tribal Areas		Welfare of Scheduled Castes' Scheduled Tribes, Ex-Criminal Tribes and Other Backward Classes
3 Bihar	(1) Welfare Department		Welfare of Scheduled Castes, Scheduled Tribes, Ex-Criminal Tribes, Backward Muslims and Other Backward Classes
	(2) Planning and Development Department		General Social Welfare Schemes
	(3) Jails Department		Probation Service, Care Programmes, and Welfare of Jail Inmates
	(4) Relief & Rehabilitation		Relief & Rehabilitation of Displaced Persons from East Pakistan
	<i>Directorate of Social Welfare</i>		
4 Bombay	(1) Backward Classes Wing		Ameliorative Services, mostly concerning the Welfare of Scheduled Tribes, etc. (functions formerly performed by the Directorate of Backward Classes Welfare)
	(2) Correctional Administration		(a) Service for the preventive and treatment of Juvenile Delinquency under the Bombay Children Act (b) Prevention & treatment of Beggars (c) Services under the Bombay Habitual Offenders Restriction Act, 1947 (d) Supervision of the work of the Bombay State Probation and After-care Association (e) A substantial portion of the work in the field of Moral Hygiene (f) Work under the Bombay Probation of Offenders Act, 1938
	(3) Social Welfare Wing		(a) Social Welfare Research (b) Publicity (c) Leisure time activities (d) Youth Welfare (e) Education & Welfare of the Handicapped (f) After-care and Moral & Social Hygiene Services (g) Community Recreation & Leisure time activities (h) Coordination of Social Welfare activities in Voluntary and Governmental Sectors

1	2	3	4
5	Kerala	(i) Development Department— (i) Directorate of Women's Welfare	(a) Rural and Urban Community Welfare Centres including Social Education Service (b) Family Welfare (including Family Planning) (d) Leisure activities and Recreation (sports, games, etc.)
		(ii) Harijan Welfare Department	Welfare of Scheduled Castes, Scheduled Tribes, Ex-Criminal Tribes and Other Backward Classes
		(2) Education Department	(a) Welfare of the Physically Handicapped (b) Rural & Urban Community Welfare Centres (c) Women and Child Welfare Services (d) Youth Welfare (e) Mental Hygiene (f) Leisure-time activities & Recreation
		(3) Health Department	(a) Welfare of the Mentally-retarded and ill (b) Welfare of Persons suffering from incurable diseases (c) Women and Child Welfare (d) Family Welfare (including family planning) (e) Prevention of Vagrancy
		(4) Revenue Department	Emergency relief to victims of natural calamity
		(5) Prisons Department	(a) Prevention of Juvenile Delinquency (b) Probation services (c) Welfare services in Prisons (d) After-care
		(6) Police Department	Suppression of Prostitution and Immoral Traffic in Women and Children
		(7) Home Department	Legal aid
6	Madhya Pradesh	(1) Directorate of Panchayats and Social Welfare	(a) Panchayats (b) Social Welfare (including Social Education)
		(2) Directorate of Tribal Welfare	Welfare of Tribals and Other Backward Classes

## ANNEXURE XIII—(contd.)

1	2	3	4
7	Madras	(1) Women's Welfare	(a) Welfare of Women and Children (b) Family Welfare (c) Community services
		(2) Harijan Welfare	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes
		(3) Education	Welfare of the Physically Handicapped Children
		(4) Health	Women and Child Welfare
		(5) Medical	(a) Welfare of persons suffering from incurable diseases and lunacies (b) Family Planning
		(6) Local Administration	Women and Child Welfare
		(7) Jails	(a) Probation services (b) Welfare service in Prisons (c) After-care
		(8) Inspectorate of Certified Schools & Vigilance Service	(a) Prevention of Juvenile Delinquency (b) Suppression of Prostitution and Immoral Traffic in Women and Children (c) Prevention of Vagrancy (d) After-care
8	Mysore	(1) Development Department	(a) Rural and Urban Community Centres (including Social Education Service and Welfare Services) (b) Special amenities for Communities residing in Slum Areas
		(2) Directorate of Social Welfare	Welfare of Scheduled Castes, Scheduled Tribes, Ex-Criminal Tribes, Nomadic and Semi-Nomadic Tribes and Other Backward Classes
		(3) Inspectorate of Certified Schools	(a) Prevention of Juvenile Delinquency (b) Suppression of Immoral Traffic in Women and Girls (c) Probation Services (d) After-care
		(4) Directorate of Medical Services	(a) Welfare of mentally retarded and ill (b) Welfare of Persons suffering from incurable diseases (c) Welfare of the aged and infirm (d) Welfare of Displaced Persons. (e) Family welfare (including Family Planning) and Mental Hygiene

## ANNEXURE XIII—(contd.)

1	2	3	4
		(5) Education . . .	Youth welfare and Leisure-time activities
		(6) Home Department	(a) Welfare of Disabled Beggars and Displaced Persons (b) Prevention of Vagrancy (c) Welfare services in Prisons
		(7) Revenue . . .	Emergency relief to victims of natural calamities
9 Orissa	(1) Political and Services (Community Development)		(a) Rural and Urban Community Welfare Centres (including Social Education Service) (b) Welfare services and special amenities for communities residing in slum areas (c) Women and Child Welfare (d) Youth Welfare and Leisure-time activities
	(2) Education . . .		(a) Welfare of the Physically Handicapped (b) Youth Welfare (c) Leisure-time activities
	(3) Health . . .		(a) Welfare of the Physically Handicapped, Mentally Retarded and ill, and of Persons suffering from incurable diseases (b) Child Welfare and Women Welfare (c) Family Welfare (including Family Planning)
	(4) Health (L.S.G.) . . .		(a) Welfare of the aged and infirm. (b) Welfare and special amenities for communities residing in slums
	(5) Relief & Rehabilitation		Welfare of Disabled Beggars
	(6) Home . . .		After-care
	(7) Law . . .		Legal-aid
	(8) Revenue . . .		Emergency relief to victims of natural calamities
	(9) Tribal & Rural Welfare		Welfare of Scheduled Castes, Scheduled Tribes and Areas, Ex-Criminal Tribes and Other Backward Classes
10 Punjab	(1) Development Department		Child and Women Welfare in C.D. Block areas
	(2) Directorate Social Welfare	of	(a) Welfare of Women, Children Youth and Physically Handicapped

## ANNEXURE XIII—(contd.)

1	2	3	4
			(b) Training and Research Programmes and aid to Institutions
	(3) Health	.	(a) Welfare of the mentally retarded and persons suffering from incurable diseases
			(b) Family Planning
			(c) Mental Hygiene
	(4) Education	.	(a) Physical Education
			(b) Social Education
	(5) Home	.	(a) Prevention of Juvenile Delinquency
			(b) Suppression of Prostitution and Immoral Traffic in Women and Children
	(6) Jails	.	(a) Welfare services in Prisons
			(b) Probation services
	(7) Law	.	Legal-aid
	(8) Relief Organisation		Relief in cash or service for aged, infirm, widows, depending children, destitutes and persons suffering from incurable diseases
	(9) Flood Relief Organisation		Emergency relief to victims of natural calamities
	(10) Department for the Welfare of Scheduled Castes and Backward Classes		Welfare of Scheduled Castes, Tribes and Backward Classes
11	Rajasthan	Directorate of Social Welfare	(a) Welfare of Women, Children and Orphans
			(b) Amelioration of the conditions of Scheduled Castes, Tribes, Ex-Criminal Tribes and Gadia Lohars
12	Uttar Pradesh	(1) Directorate of Social Welfare	(a) Social Welfare
			(b) Youth Welfare
			(c) After-care Homes and District Shelters
			(d) Schools for the Handicapp
			(e) Beggar Homes
		(2) Harijan Sahayak	(a) Welfare of Harijans, Scheduled Tribes and Ex-Criminal Tribes

## ANNEXURE XIII—(contd.)

1	2	3	4
West Bengal	(1) Home (Social Welfare)	Problems relating to : (a) Vagrants (b) Juvenile offenders (c) Orphans (d) Destitutes (e) Women in moral danger	
	(2) Tribal Welfare	Welfare of Scheduled Castes, Scheduled Tribes & Backward Classes	
14 Jammu & Kashmir	(1) C.D. & N.E.S.	Rural & Urban Community Welfare Centres.	
	(2) Health	(a) Welfare of the mentally retarded and ill, welfare of persons suffering from incurable diseases (b) Family Welfare (including Family Planning) (c) Mental Hygiene	
	(3) Social welfare	(a) Welfare of the Physically/Handicapped and Disabled Beggars (b) Prevention of Vagrancy (c) Probation services (d) After-care (e) Legal-aid (f) Welfare of Scheduled Castes, Scheduled Tribes, and Areas, Ex-Criminal Tribes and Other Backward Classes	
	(4) L.S.G.	Welfare services and special amenities for Communities residing in slums	
	(5) Education	Youth Welfare and leisure-time activities	
	(6) Home	(a) Prevention of Juvenile Delinquency (b) Suppression of Prostitution and Immoral Traffic in Women and Children (c) Prevention of Vagrancy	
	(7) Revenue and Rehabilitation	Welfare of Disabled Persons	
	(8) Law	Relief in cash or service to the aged, infirm, widows, dependent children, orphans and persons suffering from incurable diseases	
	(9) General	Emergency relief to victims of natural calamities	

## ANNEXURE XIII—(contd.)

1	2	3	4
15	Delhi Administration	(1) Social Education Department	(a) Leisure-time activities (b) Mental Hygiene (c) Welfare of the Physically Handicapped (d) After-care services (e) Welfare services for the aged and infirm (f) Relief in cash or services to the aged, infirm, widows, dependent children, destitutes and persons suffering from incurable diseases
		(2) Directorate of Health	(a) Welfare of persons suffering from leprosy (b) Family Welfare (including Family Planning)
		(3) Local Self-Government	Welfare services and special activities for communities residing in slum areas
		(4) Home Department	(a) Prevention of Juvenile Delinquency (b) Suppression of Prostitution and Immoral Traffic in Women and Children (c) Prevention of Vagrancy (d) Probation services (e) Welfare services in Prisons
		(5) Harijan Welfare Department	(a) Legal aid (b) Welfare of Scheduled Castes, Scheduled Tribes./Areas, Ex-Criminal Tribes and Other Backward Classes
		(6) Development Commissioner's Office	Emergency Relief to victims of flood
		(1) Relief & Rehabilitation Department	(a) Relief of the Physically Handicapped (b) Relief in cash or kind to the aged infirm, widows, dependent children, destitutes and persons suffering from incurable diseases (c) Specialised welfare services for the Displaced Persons
		(2) Medical Department	(a) Welfare of persons suffering from leprosy and other incurable diseases (b) Welfare services in Prisons
16	Tripura Administration	(1) Relief & Rehabilitation Department	(a) Relief of the Physically Handicapped (b) Relief in cash or kind to the aged infirm, widows, dependent children, destitutes and persons suffering from incurable diseases (c) Specialised welfare services for the Displaced Persons
		(2) Medical Department	(a) Welfare of persons suffering from leprosy and other incurable diseases (b) Welfare services in Prisons



## ANNEXURE XIII—(contd.)

1	2	3	4
		(3) Education Department	(a) Leisure-time activities and recreation (b) Rural and Urban Community Welfare Centres (c) Welfare services and special amenities for Communities residing in slum areas (d) Women and Child Welfare services (e) Family Welfare (including Family Planning) (f) Youth Welfare (g) Mental Hygiene
		(4) District Magistrate's Organisation	Emergency relief to victims of natural calamities
		(5) Tribal Welfare Department	Welfare of Scheduled Castes, Scheduled Tribes, Areas, Ex-Criminal Tribes and Other Backward Classes

## ANNEXURE XIV

## State-wise and Category-wise break-up of the Second Plan Provision for Welfare of Backward Classes

(Rs. in lakhs)

Sl. No.	State	Scheduled Tribes		Scheduled Castes		Ex-Criminal Tribes		Other Backward Classes		Total		
1	2	3	4	5	6	7	8	9	10	11	12	
1	Andhra Pradesh	.	200.51	90.00	141.86	47.18	14.94	8.50	31.43	..	388.74	145.68
2	Assam	.	900.00	449.00	50.00	10.00	..	..	..	..	950.00	459.00
3	Bihar	.	280.85	235.68	171.21	45.31	7.30	1.50	84.00	..	543.36	282.49
4	Bombay	.	161.92	195.72	165.12	38.95	20.61	11.00	102.02	..	449.67	245.67
5	Jammu & Kashmir	.	..	..	23.65	..	..	..	15.30	..	38.95	..
6	Kerala	.	36.80	23.94	142.79	32.67	..	..	40.97	..	220.56	56.61
7	Madhya Pradesh	.	489.57	385.00	104.11	35.97	19.79	5.50	75.86	..	689.33	126.47
8	Madras	.	31.68	11.12	353.10	81.16	65.79	27.00	55.24	..	505.81	119.28
9	Mysore	.	35.07	11.90	213.38	41.30	17.54	5.00	36.01	..	302.00	58.20
10	Orissa	.	318.24	285.00	55.16	17.00	6.60	2.50	..	..	380.00	304.50
11	Punjab	.	21.62	35.00	188.83	43.50	9.68	3.00	16.04	..	226.17	81.50
12	Rajasthan	.	94.98	44.54	56.89	17.87	17.11	4.50	59.52	..	228.50	166.91
13	Uttar Pradesh	.	..	..	380.57	90.24	17.89	41.00	76.54	..	475.00	131.24
14	West Bengal	.	136.07	63.13	34.13	31.69	4.95	1.00	8.56	..	183.71	95.82**
TOTAL		.	2707.31	1830.03	2080.80	532.84	202.20	110.50	591.49	..	5581.80	2473.37

1	2	3	4	5	6	7	8	9	10	11	12
<i>Union Territories</i>											
15	Andaman	1.00	..	..	..	..	..	..	..	1.00	..
16	Delhi	..	..	14.20	3.00	0.95	0.50	..	..	15.15	3.50
17	Himachal Pradesh	23.24	15.00	18.04	4.00	..	..	..	..	41.28	19.00
18	Manipur	66.25	50.00	3.00	..	..	..	..	..	69.25	50.00
19	Pondicherry	..	..	5.85	1.50	..	..	..	..	5.85	1.50
20	Tripura	73.60	47.00	1.90	..	..	..	..	..	75.50	47.00
21	Laccadive	..	2.13	..	..	..	..	..	..	..	2.13
TOTAL		164.09	114.13	42.99	8.50	0.95	0.50	..	..	208.03	123.13
Reserve for Shifting cultivation											
Reserve for Shifting cultivation		..	38.00	..	..	..	..	..	..	..	38.00
Aid to Voluntary Agencies & Miscellaneous											
Aid to Voluntary Agencies & Miscellaneous		..	20.00	..	50.00	..	..	..	..	..	70.00
GRAND TOTAL		2871.40	2002.16	2123.79	591.34	203.15	111.00	591.49	500.00*	5789.83	3204.50

or say 8994.33 lakhs  
or Rs. 90 crores

\*State-wise break-up not available.

\*\*Includes spill over schemes costing Rs. 5.48 lakhs.

# ANNEXURE XV

*Amount sanctioned and spent by the State Governments/Union Territories during the first two years of the Second Plan towards the schemes for the Welfare of Backward Classes*

## A. State Schemes

(Rs. in lakhs)

Sl. No.	Name of category of Backward Classes	1956-57		1957-58		
		Cost of the schemes approved	Amount spent	Cost of the schemes approved	Amount so far reported as un-utilised	Anticipated expenditure
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Scheduled Tribes . .	459.11	284.11	512.68	41.60	471.08
2	Scheduled Castes . .	286.46	222.25	343.83	27.94	315.89
3	Ex-Criminal Tribes . .	31.69	24.78	31.04	3.50	27.54
4	Other Backward Classes .	72.61	51.64	100.24	0.62	99.62
TOTAL .		849.87	582.78	987.79	73.66	914.13

## B. Centrally sponsored schemes

Sl. No.	Name of category of Backward Classes	1956-57		1957-58		
		Grants-in-aid sanctioned	Amount Spent	Grants-in-aid sanctioned	Amount reported as surrendered	Amount expected to be utilised
1	2	3	4	5	6	7
1	Scheduled Tribes . .	223.05	116.75	287.28	29.99	257.29
2	Scheduled Castes . .	80.24	47.37	141.49	18.73	122.76
3	Ex-Criminal Tribes . .	13.78	7.22	19.40	0.63	18.77
4	Other Backward Classes .	10.91	3.93	5.08	0.48	4.60
TOTAL .		327.98	175.27	453.25	49.83	403.42







# ANNEXURE XVII

*Progress of Expenditure under different Heads of the Community Development Programme during the first two years of the Second Plan*

(Rs. Crores,)

Head	Second Plan Provision* (Original)	Expenditure			Col. 5 Col 2 x 100
		1956-57	1957-58	Total	
I	2	3	4	5	
I. Block Headquarters .	52	7.44	11.62	19.06	36.6
II. Agriculture (Animal Husbandry and Agricultural Extension, Irrigation & Reclamation) . . . .	55	6.50	7.78	14.28	26.0
III. Communication . . . .	18	0.95	1.83	2.78	15.4
IV. Rural Arts & Crafts . . . .	5	1.05	0.71	1.76	35.2
V. Education . . . .	12	2.52	2.33	4.85	40.4
VI. Social Education . . . .	10	0.96	1.34	2.30	23.0
VII. Health & Rural Sanitation . . . .	20	2.29	2.77	5.06	25.3
VIII. Housing . . . .	16	1.34	1.09	2.43	15.2
TOTAL .	188	23.05 (12.2%)	29.47 (15.7%)	52.52 (27.9%)	27.9

\*Excluding Rs. 12 Crores indicated as the miscellaneous expenditure at the Centre (Ref. page 242 of the Second Five Year Plan).



# ANNEXURE XVIIII

*Financial Implications of the Recommendation relating to the provision of extra allowances to the staff of Multi-purpose Blocks*

(Rs.)

Particulars of staff	No.	Existing estimated cost per month inclusive of dearness allowances	Proposed estimated cost p.m. inclusive of dearness allowances & special pay suggested	Additional expenditure per month	
				Per head	Total
I		3	4	5	6
Block Development Officer . . . . .		300	366.25	66.25	66.25
Extension Officers . . . . .	9	200	242.50	42.50	382.50
Medical Officers . . . . .	2	300	366.25	66.25	132.50
Assistant Engineer . . . . .	1	300	366.25	66.25	66.25
Engineering Overseer . . . . .	1	200	242.50	42.50	42.50
Progress Assistant . . . . .	1	125	148.75	23.75	23.75
Accountant-cum-Store Keeper . . . . .	1	150	180.00	30.00	30.00
Head Clerk . . . . .	1	150	180.00	30.00	30.00
Senior Clerk . . . . .	1	125	148.75	23.75	23.75
Sanitary Inspector . . . . .	1	125	148.75	23.75	23.75
Lady Health Visitor . . . . .	1	150	180.00	30.00	30.00
<i>Low paid staff</i>					
Gram Sevaks . . . . .	10	100	137.50	37.50	375.00
Gram Sevikas . . . . .	2	100	137.50	37.50	75.00
Cashier . . . . .	1	100	137.50	37.50	37.50
Typist . . . . .	1	75	100.00	25.00	25.00
Stockmen (Veterinary) . . . . .	2	90	122.50	32.50	65.00
Messengers ( Do ) . . . . .	2	50	62.50	12.50	25.00
Compounder . . . . .	2	100	137.50	37.50	75.00
Midwives . . . . .	6	90	122.50	32.50	195.00
Driver . . . . .	2	90	122.50	32.50	65.00
Sweeper . . . . .	2	50	62.50	12.50	25.00
Class IV servants . . . . .	6	50	62.50	12.50	75.00
				<b>TOTAL</b>	<b>1,888.75</b>
Additional estimated cost per month for one M.P. Block				Rs. 1,888.75	
Additional estimated cost per month per annum for one M.P. Block				Rs. 22,665.00 or Rs. 0.23 lakhs	
Additional estimated cost per annum for 43 M. P. Blocks				Rs. 9,74,595.00 or Rs. 9.75 lakhs	

**PART VII**  
**RECOMMENDATIONS**



## RECOMMENDATIONS

Sl. No.	Recommendation	Reference	
		Para No.	Page No.

### PART I—INTRODUCTORY

#### III—Role of Voluntary Organisations

- |  |   |       |
|--|---|-------|
| 1 No separate allocation for enlisting public cooperation in officially sponsored programmes should be made in the Plans. Instead, grants-in-aid for specific schemes should be given to voluntary organisations of standing and repute for mobilising public cooperation. . . . .   | 4 | 23    |
| 2 In the organisation of welfare services, emphasis should now shift from residential institutions to setting up of non-residential community welfare services with family as the basic unit. . . . .  | 6 | 24    |
| 3 The voluntary organisations should reorient their fund raising programmes, so that they depend on the willing support of the large majority of citizens, rather than on the generosity of a few philanthropists. . . . .   | 7 | 24—25 |
| 4 Steps should be taken to ensure the formal representation of voluntary organisations in addition to the present practice of associating non-official workers in their individual capacity. . . . .   | 8 | 25    |
| 5 Coordinating Councils should be set up at the district, State and national levels. Initially the proposed Councils may be convened at the State level, by the State Governments, in consultation with the State Social Welfare Boards. The Councils once established should organise themselves and function under rules of procedure evolved by them. . . . . | 9 | 25    |

### PART II—SOCIAL WELFARE

#### I—Central Social Welfare Board

- 6 Functions of the CSWB may be restated as follows :—
- (i) to cause a comprehensive survey to be made of the needs and requirements of social welfare organisations;
  - (ii) to lay-down broad policy and priorities for the grants-in-aid programme and to allot funds to the State Boards for the administration of this programme;
  - (iii) to organise a field counselling service as an effective supplement to the working of the grants-in-aid programme and to assess the programmes and projects of aided agencies;
  - (iv) to co-ordinate the various grants-in-aid programmes for voluntary social welfare agencies available at the Centre;
  - (v) to promote the setting up of voluntary organisations in areas uncovered at present;
  - (vi) to promote the setting up of the rural welfare projects to be administered through the agency of the State Social Welfare Boards;

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	(vii) to initiate the organisation of pioneering welfare services; and		
	(viii) to stimulate effective co-ordination among voluntary welfare agencies, especially at the national level and among agencies covered by the grants-in-aid programmes. . . . .	18	31
7	The composition of the CSWB should be revised as follows:-		
	(i) the number of members of the Board should be raised to 15 non-officials in addition to <i>ex-officio</i> members;		
	(ii) the Chairman and five members (non-officials) should be nominated by Government from among eminent social workers;		
	(iii) 3 representatives should be elected by Parliament (two by the Lok Sabha and one by the Rajya Sabha either from within Parliament or from outside);		
	(iv) 3 members be nominated, one each by 3 institutions selected in rotation, by Government from a list of approved voluntary organisations;		
	(v) 3 members be nominated by Government from among Chairmen, State Social Welfare Boards, in rotation; and		
	(vi) the existing basis of representation of Central Ministries should continue. . . . .	27	33
8	The Central Social Welfare Board should be constituted as a statutory autonomous body. . . . .	28	33
9	The tenure of office of the Chairman and Members of the CSWB should be for a period of three years. . . . .	29	34
<b>II-State Social Welfare Advisory Boards</b>			
10	The functions of the State Social Welfare Boards may be revised as follows :—		
	(i) to promote the growth of voluntary social welfare agencies, with special reference to development of welfare services in areas uncovered at present;		
	(ii) to administer the grants-in-aid programme :		
	I. on behalf of the CSWB for development and capital grants, and		
	II. on behalf of the State Government for maintenance grants;		
	(iii) to assist the CSWB in the provision of a field counselling service for aided agencies;		
	(iv) to administer the programme of rural welfare projects (WEPs);		
	(v) to stimulate effective coordination among voluntary welfare agencies at the State and local levels; and		
	(vi) to assist the CSWB and the State Government in the further development of welfare services. . . . .	5	36

Sl. No.	Recommendation	Reference	
		Para No.	Page No.
11	The State Social Welfare Advisory Boards should be re-designated as State Social Welfare Boards and should serve as independent executive bodies to assist the CSWB as well as the State Welfare Departments in their programmes. The status, form and organisation may be redefined in a statute in which the relationships of the State Boards with the State Governments and the Central Social Welfare Board should also be brought out. . . . .	6	36
12	The composition of the State Social Welfare Boards should be revised on the following lines, <i>viz</i> :— (i) that the Chairman and 5 non-official members should be nominated by the CSWB and the State Government by joint consultation from among eminent social workers and experts; (ii) that 3 representatives should be elected by the State Legislature (one from Legislative Council, where such a Council exists); (iii) that 3 representatives should be selected by the State Government from a list of approved State level welfare organisations in rotation; (iv) that 3 representatives should be nominated from among Chairmen, PICs; (v) that the representation of State Government departments dealing with welfare programmes should be continued on the existing basis; and (vi) that in the selection of members to serve on the State Board, the criteria of district-wise representation, especially of districts relatively uncovered by welfare services, should be taken into account. . . . .	8	37—38
13	The tenure of office of the Chairmen and Members of the State Boards should be for a period of 3 years. . . . .	9	38
<b>III-Welfare Extension Projects</b>			
14 (a)	Steps should be taken to remove the existing difficulties in the setting up and efficient functioning of coordinated pattern WEPs,—the accepted pattern for all WEPs to be set up in the future. . . . .		
(b)	Original pattern WEPs located outside a C.D. block area should continue to function on the present basis until such time as the area is covered by a C.D. block, when the WEP should be reorganised on the coordinated pattern. . . . .		
(c)	Original pattern WEPs located at present within a C.D. block area should be reorganised on the coordinated pattern without delay. . . . .		
(d)	Welfare programmes for women and children in the C.D. block area conducted by the block staff should be so organised as to provide the basis for the subsequent setting up of a full-fledged WEP. The block staff (a woman SEO and two gram sevikas) should initiate a limited programme with say two project centres under the supervision of a sub-committee consisting of women voluntary social workers appointed by the Block Development Committees. . . . .		

Sl. No.	Recommendation	Reference	
		Para No.	Page No.
	(e) The provision in the budget of both the Stage-I and Stage-II blocks should be set at a minimum of Rs. 40,000.		
	(f) Similar welfare programmes for rural women and children conducted by other welfare departments should be integrated into one standard pattern for the organisation of these welfare services.	16	46
15	(a) A separate PIC should continue to function at the Block level for the administration of welfare programmes for rural women and children.		
	(b) The number of representatives of the Block Panchayat/Block Development Committee on the PIC should be increased so that their association in running the programme will prepare the way for the ultimate transfer of welfare responsibilities to the block level authorities.	18	47
16	(a) The composition of the PIC in the coordinated pattern WEPs, should be revised as follows :		
	(i) Chairman selected from among women voluntary social workers in joint consultation between Chairman, State Board and the block level authority	No. 1	
	(ii) Members nominated by the State Board from among local women social workers	3	
	(iii) Members elected by the block panchayat either from among its non-official members or from outside	3	
	(iv) <i>Ex-officio</i> members including Block Development Officer, Extension Officer (Industries), etc.	3	
	Grand Total	10	
	(b) Non-official members of the PIC should, as far as possible, be selected from among persons residing within the block area or, at least, from among persons who can devote sufficient time to this work.	21	48
17	The Chairman and non-official members of the PIC should pay special attention to the following functions :		
	(i) Preparing the village community in the project area to receive the WEP programme and to participate in the activities on an effective basis ; and		
	(ii) Organising and conducting the programmes of raising popular contributions	23	49
18	(i) Popular initiative, preferably expressed through representative local organisations, should be an essential criterion in deciding on the area in which the project is started and the village centres are located ; and		
	(ii) in applying this criterion, care should be taken to ensure that the centres are located in a compact area capable of effective coverage and supervision.	25	50

Sl. No.	Recommendation	Reference	
		Para No.	Page No.
19 (a)	The educational content of the balwadi programme should be standardised in consultation with the appropriate educational authorities and the training programmes for gram sevikas should be suitably reoriented to meet the needs of this programme. . . . .		
(b)	Regularity of attendance at the balwadi should be emphasised. . . . .		
(c)	Steps should be taken to effectively strengthen the balwadi programme through the provision of supplementary nutrition on regular basis and the conduct of a periodic medical check-up of the children. . . . .	30	51
20 (a)	The maternity and infant health service to be provided through an auxiliary nurse-cum-midwife should be extended to cover : (i) advice and guidance in family planning; (ii) training in mother-craft; and (iii) assistance in improving the standards of local dairies.		
(b)	The State Board should ensure a regular and adequate supply of medicines to the centres ; the PICs being authorised to make local purchases, subject to certain specified limits. . . . .		
(c)	The infant health service should receive adequate emphasis and there should be a comprehensive programme for the regular medical check-up of children and prevention of common children's diseases. . . . .	34	52
21 (a)	Craft programmes undertaken at the project centre should concentrate on purposeful domestic crafts directly related to the needs of the family. . . . .		
(b)	The responsibility for the organisation of a craft programme with a substantial economic content on a production basis should be undertaken by expert bodies under the aegis of the State Governments. The PIC should, however, take the initiative in the location of these centres and in the selection of women workers. . . . .		
(c)	In the conduct of the craft programmes referred to at (b) above, priority in employment should be given to unattached destitute or indigent women and those exposed to moral danger who are in need of special assistance. . . . .		
(d)	The budget of the WEP should include provision only for the programme of domestic crafts. The budget provision for running the production centres having economic crafts should be made from outside the WEP budget. . . . .	37	53
22 (a)	The adult literacy classes in the social education programme should give an increased emphasis to the education of younger girls instead of the adult women. . . . .		



Sl. No.	Recommendation	Reference	
		Para No.	Page No.
	(b) The cultural and recreational programmes should be oriented to provide for participation of all sections of the village community. . . . .	38	53
23	As the various items of the WEP programmes are gradually absorbed into the general pattern of normalised services, arrangements should be made for their progressive transfer to the appropriate authorities. . . . .	39	54
24	(a) The post of the craft instructor should be abolished and the gram sevika should be entrusted with the responsibility of providing training in domestic crafts.		
	(b) The post of the dai should be upgraded to that of a nurse-cum-midwife capable of undertaking family planning, mother craft classes and improving the standards of the local dais.		
	(c) Immediate steps should be taken to expand existing training facilities for the auxiliary nurse-cum-midwife and as an interim measure, a trained dai should be posted at each centre.		
	(d) Arrangements should be made to strengthen the staffing pattern in the centres by the appointment of gram sahyikas on payment of suitable honoraria. . . . .	44	55
25	(a) All staff under coordinated projects should be recruited by a joint committee at the State level consisting of the representatives of the State Social Welfare Board and the concerned departments of the State Government.		
	(b) All project staff, who are now under the CSWB, should be taken into Government service and should be given the same terms and conditions of service as applicable to the corresponding employees in Government service.		
	(c) Having integrated all staff, the services of field workers and supervisors in projects should be placed under the administrative and technical control of the PIC.		
	(d) In integrating the C.D. and WEP staff the minimum qualifications for selection and employment should be equated for each category of staff who should undergo a standardised programme training.		
	(e) The training programme of the supervisory workers should be related to and based on the training courses given to the field workers.		
	(f) Instead of providing as at present, two supervisors, i.e., the mukhya sevika and the woman SEO to function in the same coordinated project, only one supervisor should be appointed with the designation of mukhya sevika. . . . .	47	56
26	(a) The project budgets should be formulated by the Project Implementing Committees on a more realistic basis by taking into account the varying local needs and conditions and spending potentials of the projects in the light of past performances.		

Sl. No.	Recommendation	Reference	
		Para No.	Page No.
	(b) There should be an approved plan for the activities to be undertaken in a project during a period of years, which may be co-terminus with the Plan period. The project budgets should, however, be prepared from year to year in the manner obtaining in the Government organisations.	48	57
27	As in the case of the State Plan schemes, the ceilings of expenditure on activities undertaken by the State Board in each State may be fixed after consultations with the Central Board and the representatives of the State Government in the beginning of each year. But the project budgets should be finally approved by the State Boards, in terms of programmes of work and the allocations among different sub-heads.	49	58
28 (a)	The present pattern of assistance to the projects may be continued.		
	(b) Funds from the Ministry of Community Development, the State Governments and the CSWB may be made available to the State Boards for working of the projects.	51	58
29 (a)	Grants from the Central Social Welfare Board should be made available to the State Boards <i>en-bloc</i> in the beginning of a year		
	(b) Grants from the State Government including the funds payable from the Community Development budget should be made available to the State Boards in two instalments ; the first to the extent of 50% of the estimated share of expenditure for the year on receipt of a statement of accounts of the previous year's grants and the second representing balance of the grant on receipt of the audited statement of accounts of the previous year.		
	(c) The State Boards may release an advance for two months, in the beginning of the year, to the Project Implementing Committees. Subsequent instalments may be paid monthly in the light of actual requirements and on the basis of monthly statements of account.	54	59-60
30	The State Boards should take steps to review the progress of expenditure in the Welfare Extension Projects every month. The Project Implementing Committees should be asked to explain promptly the reasons for substantial excesses/short-falls, if any, before the subsequent instalment of the grant is released.	55	60
31 (a)	An increasing emphasis should be laid on contributions received in terms of services and the Project Implementing Committees should make efforts to mobilise such services.		
	(b) A scientific method of computing the cost of services towards local contributions may be devised in consultation with the State Governments.		

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	(e) Services such as voluntary labour, assistance towards conducting the programmes in centres and other such services should be taken into account in assessing the local contributions. . . . .	57	61
32 (a)	Suitable staff having an experience of finance and accounting may be made available by the State Governments to the Project Implementing Committees.		
	(b) The State Governments should guide the State Boards generally in the application of the financial rules and procedure		
	(c) The frequency of inspection of the projects by members of the State Boards should be increased with a view to keeping a close watch over the financial administration of the projects		
	(d) There should be unified financial responsibility in the drawal and spending of funds with the Chairman of the Project Implementing Committees. . . . .	58	62
33	The Central Board should take steps to ensure that the rules regarding the maintenance of jeeps are properly enforced. . . . .	59	62
<b>IV-Grants-in-aid Programmes</b>			
34	(i) The initiative for defining minimum institutional standards should be taken by the CSWB. ; and (ii) in defining and revising these standards and introducing suitable regional variations, the CSWB should work in close cooperation with State Governments, State Boards and experienced social workers and experts. . . . .	6	66
35	The State Governments should organise a system of recognition for all welfare institutions on the basis of certain prescribed institutional standards. The field counselling service should provide the necessary inspectorial assistance for making this programme of recognition more effective. . . . .	7	67
36	The administration of the grants-in-aid programme covering the consideration of applications and sanctioning of grants should be the responsibility of the State Boards. . . . .	14	70
37	The programme of development grants should be organised on the following basis :- (i) the funds for the payment of development grants should be made available by the CSWB ; (ii) the agency for the administration of the programme of development grants at the State level should be the State Social Welfare Board ; (iii) the CSWB should allot these funds each year to the State Boards. In establishing the quota for each State, special weightage should be given to the building up of new institutions and services in relatively backward areas ;		

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	(iv) the CSWB should 'work out,' in consultation with each State Board and in line with its special needs and problems, a pattern of priorities and allocate amounts for different purposes to different fields of welfare activities, <i>e.g.</i> , the welfare of women, children, handicapped, etc. ;		
	(v) the State Boards should be left free to re-appropriate the funds between the respective fields of welfare upto a prescribed percentage ;		
	(vi) the grants should be made available to a certain number of institutions selected from among the list of 'recognised' institutions that have displayed the potential for undertaking development projects ; and		
	(vii) the grants should not exceed 25 per cent of the normal level of expenditure of the institutions.	16	71-72
38	With regard to capital grants :—		
	(i) the funds for the payment of capital grants should be made available by the CSWB ;		
	(ii) the agency for administration of the programme of capital grants should be the State Social Welfare Board ;		
	(iii) the principles laid down for the administration of development grants should also be applied to capital grants ;		
	(iv) the ceiling of capital grants should also be raised so as not to let a development programme suffer on account of marginal inadequacy of the grant.	17	72
39	With regard to maintenance grants :—		
	(i) the State Governments should provide funds for assisting recognised institutions with maintenance grants ;		
	(ii) the agency for the administration of the programme of maintenance grants should be the State Social Welfare Board ; and		
	(iii) the position of resources for financing this aid programme may be examined by the Planning Commission and additional funds made available to the State Governments, if necessary, for this purpose.	20	73
40 (a)	The CSWB should organise an effective field counselling service with the assistance of adequately trained and experienced officers.		
	(b) The field counselling officers should be posted by the CSWB to work with the State Social Welfare Boards.		
	(c) The field counselling service should be made available to aided agencies receiving—		
	(i) development and capital grants from the CSWB ; and		
	(ii) maintenance grants from the State Governments.		

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	(d) Suitable arrangements may be made to extend the field counselling service to other institutions that may ask for this help. . . . .	23	74-75
41	The CSWB should organise a programme for assessing the work of aided agencies on the basis of data made available by the field counselling service and from such other sources as are available to the CSWB. . . . .	25	75
42 (a)	The visits by State Board members to institutions applying for grants should be more frequent and more intensive. These visits should be supplemented by the reports of the field counselling staff.		
	(b) The decisions of the State Board, whether in terms of acceptance or rejection of an application, should invariably be conveyed to the concerned institutions.		
	(c) Provision should be made for reviewing the cases of those institutions which are not satisfied with the decision of the State Board. . . . .	26	75-76
43	Special measures should be taken to encourage the development of new services in relatively uncovered areas either through existing welfare organisations or new institutions on the following basis, <i>viz.</i> :—		
	(i) in the case of new institutions of recent standing, the condition of recognition and eligibility for grant may be suitably relaxed and institutions assisted in making a good start through frequent visits and guidance given by the members of the State Board and the field counselling staff; and		
	(ii) in the case of existing organisations of long standing, the proportion of matching contributions may be reduced. The amount of grants may be fixed in a higher proportion to the total expenditure and administrative charges and salaries of paid staff may be included in estimating expenditure on the project. . . . .	29	76
44	Grants to voluntary institutions should be provided for in the Central Board's budget under different sub-heads indicating the broad purposes of grants such as child welfare, welfare of women, etc. . . . .	30	77
45 (a)	An index of basic data on individual institutions should be maintained in the office of the State Board so that while dealing with subsequent applications, only such additional data, as is necessary, may be called for from the institutions.		
	(b) The application form should be printed in the regional languages by the State Boards and each State Board should be responsible for the submission of a consolidated return to the CSWB.		
	(c) The form of application also requires to be considerably simplified. It should only call for the data having a direct and immediate relation to the conditions of the grants and should exclude such information as can be found in published reports.		

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(d)	A simpler form of application, on the lines suggested by the Team should be adopted for purposes of development and maintenance grants. . . . .	31	77
46	The condition of maintaining a separate account of grants received from the Board may be relaxed in favour of the institutions receiving funds also from local bodies, public donations, etc. Audited statements of accounts for the entire expenditure incurred by the institutions may be accepted in such cases. . . . .	32	78
47	State Governments should evolve a common system of audit applicable to the audit of grants paid by the CSWB and by the State Governments through the State Boards. A suitable panel of auditors drawn from the government organisations or commercial firms should be nominated by the State Governments for this purpose. In some States, audit could also be entrusted with advantage to the Examiners; Local funds. . . . .	33	78-79
48	Second and subsequent instalments of grants-in-aid may be released on receipt of mere statements of accounts provided that the last instalment of each year may not be released till the audited statement of accounts of the previous year is received. . . . .	33	79
<b>V—Social Defence Programmes</b>			
<i>Juvenile Delinquency</i>			
49	It is necessary to bring the various Acts into one uniform pattern, especially with regard to vital clauses relating to age limits and the categories of juvenile offenders covered under the Act. . . . .	4	82
50	The State Governments should provide the necessary machinery for implementing these Acts and, wherever necessary, additional funds should be earmarked for this purpose. . . . .	5	82
51	Juvenile courts should be organised without delay in places where no such courts exist at present and arrangements should be made to provide special Magistrates to handle these cases. . . . .	6	82
52	Special police officers should be appointed to deal with the cases of juvenile offenders. It is important that they bring to their task a certain measure of sympathy and understanding so important in dealing with such a sensitive problem. . . . .	7	82
53	If the role of the probation officer is to be understood by the concerned magistrates and police officers, it is necessary to appoint the probation officer from among persons with adequate background and training and wherever possible orientation courses should be organised for concerned officers to enable them to appreciate the process in probation work. . . . .	8	83

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54	In organising an effective machinery for the implementation of the various Acts, it is necessary to provide for setting up an adequate number of Remand Homes, Certified Schools and Fit Persons Institutions.	9	83
55	Special attention should be paid to juveniles living in urban slum areas or under-privileged children from the low income groups. Effective steps should be taken to enable these children to derive the maximum benefit from existing welfare programmes.	12	84
	<i>Social and Moral Hygiene</i>		
56 (a)	Voluntary agencies should be associated more directly with the detailed execution of the programmes.		
(b)	The advisory character of the managing committee should be modified so as to give the committee greater executive responsibility, with certain financial safeguards to be retained by the State Government.		
(c)	Adequate advisory and supervisory staff should be provided both at the Centre and in the States for the administration of the programme. Efforts should be made to transfer the responsibility for the administration of individual units from the nominated managing committee to a committee composed of representatives of voluntary agencies.	16	85
57 (a)	The overall responsibility at the Centre for the Social and Moral Hygiene programme should be transferred to the Central Social Welfare Board.		
(b)	The responsibility at the State level for the Social and Moral Hygiene programme should be transferred to the State Social Welfare Board.	17	86
58	Early steps should be taken to establish independent Protection Homes as visualized in the Act.	18	86
59 (a)	The location of the Homes/Shelters should be preceded by an assessment of the need for such a facility and should be located in places where the problem is acute, e.g. where prostitution is rampant and where large scale recruitment for prostitution takes place.		
(b)	The case of every woman who is admitted in a Home should be carefully assessed on admission and it should be the object of each Home to so tackle each case that the inmate is able to become a useful member of the society within a reasonable period.		
(c)	Production units allocated to the State Homes should be organised simultaneously with the establishment of the Homes as otherwise economic rehabilitation of the inmates is not possible.		
(d)	Work in the field of Social and Moral Hygiene is difficult and complicated and social workers employed in these programmes should be well-qualified in the methods and techniques of handling the work.		

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(e)	The workers employed for the management of the Homes should necessarily be women and even in the appointment of members of the Managing Committees preference should be given to women.	20	86-87
60	It is necessary to provide for compulsory licensing of voluntary institutions working in the field of Social and Moral Hygiene.	25	88
61	The recommendations of the Advisory Committee on Social and Moral Hygiene relating to sex education in educational institutions, child guidance clinics, marriage guidance and counselling, encouragement of parent teacher associations, treatment of venereal diseases and strengthening the family planning programme should be effectively implemented. Voluntary agencies should also be helped to undertake countrywide programme to advocate suitable changes in social life and in community practices and customs.	27	89
	<i>The After-care Programme</i>		
62 (a)	The responsibility at the State Level for the after-care programme should be transferred to the State Social Welfare Boards.		
(b)	The overall responsibility at the Centre for the after-care programme should be transferred to the Central Social Welfare Board.	35	92
63 (a)	The need for an after-care service unit should be established prior to the setting up of any such institution through the conduct of the necessary surveys and experiments.		
(b)	Where no justification can be found for an existing after-care unit, it should be either closed or converted into a care institution (The revised 'care' basis should be clearly emphasised).		
(c)	The present pace of development of the after-care programme should be immediately reviewed. The tempo of extension may be reduced and attempts made to consolidate existing aftercare service units on sound lines.	36	93
64	The facilities of such a specialised service should not be made available on a general basis but only to such individual discharges whose potential for rehabilitation has been established and who are in need of such a specialised service. Each individual application should be examined by trained staff at the predischarged stage.	37	93
65 (a)	Production units should be organised as an integral part of the services provided by an after-care unit. Arrangements should be made to set up production units at the same time as the after-care homes are opened. These production units should preferably be organised on a co-operative basis. Apart from organising such production units, simultaneous efforts should be made to explore other avenues of resettlement and employment.		
(b)	The training programmes of care institutions should be dovetailed with the production programmes of after-care institutions that trainees proficient in selected vocations and crafts can be utilised in the after-care units for the organising of a production programme on an economic basis.	39	94
66 (a)	Voluntary agencies should be associated more directly with the detailed execution of the after-care programmes.		



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(b)	The advisory character of the Managing Committee should be modified so as to give the Committee greater executive responsibility with certain financial safeguards to be retained by the State Government.		
(c)	Adequate advisory and supervisory staff should be provided both at the Centre and in the States for the administration of the programme and efforts should be made to transfer the responsibility for administration of individual units from the nominated Managing Committees to voluntary after-care agencies.	40	94
<b>VI-Socio-Economic and other Programmes of the CSWB</b>			
<i>Socio-Economic Programmes</i>			
67	The programme should more appropriately be designated as the "Urban Socio-Economic Project".	1	95
68	The selection of items of production for these industrial units should be related to the availability of raw material, marketing facilities and the ease with which skill and proficiency can be acquired so that the programme can provide gainful employment on competitive terms.	2	95
69	Steps should be taken to establish the units on a sound economic basis and to encourage the cooperatives to assume full responsibility for the running of the units.	2	95
70	The CSWB should coordinate their work with the production programme of the All-India Industrial Boards on the following lines, viz.		
	(i) by starting welfare extension projects (rural and urban) in areas with a concentration of professional artisans; and		
	(ii) by using the WEPs as the organisational base for starting separate production units, where there are sufficient numbers of professional artisans in the area.	3	96
71	While the CSWB should continue to give grants for such programmes, it should attempt to interest the All-India Industrial Boards in providing the technical assistance for starting and running the production units and financing these programmes.	5	96-97
72	The scheme for the supply of sewing machines to women has a special significance in view of the relevant training programmes conducted in the WEP centres and, therefore, the CSWB should examine the possibilities of taking up this scheme once again. The responsibility for organisation and supervision should not be undertaken by the CSWB, as in the earlier arrangement. Instead, applications for sewing machines should be sponsored by the State Social Welfare Board and Cooperatives should be organised with arrangements for the services of a master tailor and suitable marketing facilities.	6	97

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<i>Pilot Urban Welfare Extension Projects</i>			
73	The activities of the urban pilot welfare extension projects should not be restricted to women and children and the programme should take the family as the basic unit as stated in the objectives of the scheme.	9	97
74	The welfare programmes in the urban welfare projects should be coordinated from the very outset with similar programme in the urban areas so as to avoid duplication and overlapping which have been noticed with regard to welfare programmes in the rural areas.	9	98
75	The programme of urban WEPs should be extended to towns/cities with a population of more than 50,000 persons. The programme should be undertaken in consultation with the concerned municipalities.	10	98
<i>Night Shelters</i>			
76	Night Shelters should be developed in close coordination with the concerned municipality or the corporation and the programme should be fitted into the overall pattern of development conceived of by the civic authority.	11	98
<i>Condensed Course of Training for Adult Women</i>			
77	(i) The condensed course should prepare candidates for the Matriculation or equivalent examination ; (ii) the course may suitably be extended to two or three years; and (iii) the candidates eligible for this course should have a minimum qualification of Primary School pass.	14	99
78	Institutions taking up the condensed course, should be located in smaller towns and preferably in rural areas.	15	99
<i>Hostels for Working Women</i>			
79	Instead of sanctioning grants on an <i>ad-hoc</i> basis, the CSWB should undertake, at an early date, a preliminary survey in a few major towns and cities, to assess the need for establishing such hostels. Once the requirements are assessed, the CSWB should induce, by suitably relaxing the conditions prescribed for the building and other grants, leading womens welfare institutions of standing and repute to take up construction of such hostels.	18	10
80	Rs. 15,000, which is set as the maximum ceiling at present, is too low to cover costs of construction in a crowded city where the problem of providing accommodation to working girls primarily exists. The ceiling, therefore, should be suitably raised.	19	10
81	Assistance under the present scheme should be restricted to the construction of buildings and provision of minimum furniture and fixtures.	20	10

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## VII-Welfare Schemes of State Governments and Local Bodies

### *Welfare Schemes of Local Bodies*

82(a) Municipal Corporations and Municipal Committees should be recognised as the principal welfare agencies in the urban areas.

(b) The resources of a Municipal Corporation or a Municipal Committee, to meet the costs involved in undertaking the welfare programmes, should consist of :

(i) Grants-in-aid by the Central Government to be made available from out of the special funds provided at the Centre for welfare programmes including those provided for the welfare of backward classes; and

(ii) State-assistance in the form of grants which may be provided from out of the special provision made in the Plans of the States both for social welfare programmes and for programmes for the welfare of backward classes;

(c) The Municipal Corporations and the Municipal Committees should undertake, in particular, the following types of programmes :—

(i) The Welfare Schemes should be designed in a manner that they cover sweepers, scavengers and Harijan employees of the Municipal Corporations and the Municipal Committees and also persons engaged in the so called unclean occupations such as flaying, tanning and leather work by providing for them cleaner surroundings and housing sites with flaying yards and tanning pits outside their localities.

(ii) Setting up of Balwadis in slum areas.

(iii) Provision of milk supply.

(iv) Maintenance of play grounds.

(v) Provision of recreational facilities.

(vi) Construction and maintenance of night shelters (Rein Baseras).

(vii) Programmes which would cover beggars, juvenile delinquents and other underprivileged sections of the population.

(d) The Municipal Corporations and Municipal Committees should undertake an overall programme of Community Development by establishing a suitable machinery to prepare plans and initiate pilot projects. The projects should aim at initiating and achieving the desired changes through the maximum citizen-group participation and minimum professional leadership.

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(e)	The Corporations/Committees should encourage welfare institutions working within their jurisdiction by giving them grants-in-aid for sponsoring welfare services which the Corporation or Municipality would not, otherwise, be in a position, for want of suitable machinery, to execute by themselves.		
(f)	The pilot schemes for urban community development under the Central Social Welfare Board or State Boards, which are being carried out through voluntary organisations, should be drafted and implemented in consultation with the concerned Municipal Corporations or Municipal Committees.		
(g)	Due representation should be given to Municipal Corporations/Committees both at the Central level as well as at the State levels, in drawing up welfare programmes intended to cover the areas falling within their jurisdiction.	18	106—108
<b>VIII—Youth Welfare Services</b>			
83	The scheme of Labour and Social Service Camps should be discontinued.	8	110
84	As a part of this programme physical standards should be prescribed for different age groups separately for boys and girls, and special programmes should be designed so as to achieve these standards. Popular interest may be created through the organisation of national and regional competitions for developing physical standards.	15	112
85(a)	Special concessions and financial assistance should be given to enable youths from low income groups and from among Scheduled Castes, Scheduled Tribes, etc. to avail themselves of the facility of educational tours.		
(b)	The Team wishes to endorse the recommendation of the Estimates Committee on Special Education with regard to shifting the venue of the inter-university youth festival from Delhi to other cities through a system of rotation.	17	113
86	Students' organisations and educational institutions should be provided with the necessary technical assistance and guidance so as to enable them to redraft their programmes on a readily acceptable basis.	19	113
87(a)	Arrangements should be made to provide students with information on employment opportunities and training facilities at the stage of bifurcation in the educational system or at the end of the secondary stage of education.		
(b)	Employment bureaux should be established in the universities on the lines of the employment bureau in the Delhi University.		

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(c)	Career masters should be appointed in major schools at the district headquarters level so that they can act as a channel of vocational information for students.	20	114
88	Organisations at the district and taluka level should be encouraged to promote cultural and recreational activities for non-student youth. Social education programme should also be specially directed towards meeting the educational needs of this category of the general population.	21	114
<b>IX—Child Welfare Services</b>			
89	In the drafting of a comprehensive welfare programme, the first priority should be given to schemes for the welfare of children.	1	115
90	Within the field of child welfare priority should be given to schemes for the welfare of the normal child with special attention to the needs of the children of the under-privileged groups including those living in urban areas. In working out schemes for child welfare, greater attention has to be paid to the preventive side so that the under-lying causes of all the social problems and the disabilities of the children are effectively controlled.	2	116
91	(a) Child welfare legislation should be enacted in all States with some measure of uniformity. (b) The Model Children's Bill should be re-circulated among the State Governments in order to arrive at a certain measure of agreement. (c) Steps should be taken by the State Governments to enforce these Acts immediately and, where necessary, funds should be provided for the purpose.	3	116
92	The trained staff should be given the necessary incentives, by way of allowances and better living conditions, to restore the balance between their demand and supply in the rural areas. The mobility of such trained staff could be increased if training programmes are planned on a regional basis, using a common language to reach the people and to overcome local barriers and prejudices.	7	117
93	Additional efforts should be made to secure improvements in the school health service. In so doing the scope of the scheme should also be extended from mere medical inspection, as at present, to providing the requisite follow-up treatment as well.	8	117
94	In the immediate future attention should be focussed on extending the scheme of mid-day meals at least to the following categories of children, viz.:		
	(i) children attending primary schools in the urban and rural areas, preferably from among low income groups; and		
	(ii) children residing in areas more prone to famine, floods and scarcity conditions.		
	In this respect, it may also be necessary to pay attention to the full and proper utilisation of milk and other supplies made available by the U. N. and other agencies.	9	118
95	Balwadis should be organised in the urban areas, preferably in slum areas, so as to benefit the children from low income groups.	11	118

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96	The Municipal authorities in cities with a population of between fifty thousand and one lakh persons should provide adequate parks and play grounds and should organise supervised recreation in cooperation with local voluntary organisations, if necessary, with financial assistance from the Government.	12	119
97	Children's literature, produced in India, should be sold at prices within easy reach of the people and should be widely distributed. To ensure effective distribution of this literature, it should be made available to children's sections, especially set up in public libraries, wherever necessary, and to school libraries at concessional subsidised rates.	14	120
98	The possibility of using the Census Organisation for the collection of data on the problem of the handicapped children should be considered.	15	120
99	There should, at least, be a minimum set of services for the welfare and education of each of the categories of the handicapped in every State and such a minimum programme should be worked out on a model basis.	16	120
100	A National Commission for Child Welfare, for improving the pattern of child welfare services and for drawing up an integrated national programme, to be adopted as part of the Third Five Year Plan should be set up.	19	121
<b>PART III—WELFARE OF BACKWARD CLASSES</b>			
<b>I—General Principles</b>			
101	While still retaining the Schedules of Castes and Tribes for special assistance, an economic criterion should be applied within the groups of Scheduled Tribes and Scheduled Castes so as to ensure that more benefits go to those who are economically less advanced.	12	126
102	(a) (i) An economic rationale should be introduced in the schemes of assistance concentrating on aid to those individuals who are economically less advanced among the other backward classes.		
	(ii) Standard norms based either on revenue or income tax or some other local tax which are easily assessable should be adopted.		
	(b) These norms should be objectively determined and should be applied in no ungenerous or rigid manner. They may be periodically reviewed in the light of the changing position.	14	127
103	The extension methods should be properly adopted so as to suit the tribal psychology and should be so applied as to enable the tribals to develop according to their own genius.	15	127

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104	The traditional tribal institutions should be actively associated with planning and execution of welfare and development programmes. In doing so, however, the process of democratisation should be progressively introduced. One possible method would be to make these authorities elective and leave tribal bodies to work out methods of functioning in keeping with their traditions. . . . .	16	128
105	Plan for tribal welfare need to be very simple. It is important, at least in the initial stages, to concentrate on a few selected programmes, that have a vital bearing on the felt needs of the people so as to secure ready understanding and willing participation on the part of the tribals. . . . .	17	129
106	Constant vigilance should be exercised to ensure that action under various schemes, which are inter-dependent is properly synchronised so as not to cause delay or failure in their implementation and consequent frustration among the people. . . . .	18	129
<b>II—Welfare and Development Programme for Scheduled Tribes</b>			
107	The overall order of priority should be as follows :— (a) Economic Development and Communications; (b) Education ; and (c) Public Health. . . . .	2	131
108	(a) While the above three major programmes should receive a higher priority than the rest, <i>inter se</i> they should receive simultaneous attention because success in each of them is dependent upon the progress in other spheres. (b) A carefully integrated programme of development of tribal economy based on agriculture, forestry, handicrafts and village industries should be organised. The exact degree of emphasis upon each of them would be determined by a systematic survey of the needs and possibilities in each area. . . . .	3	131
109	(a) One of the first few steps that should receive higher priority in the programme of agricultural development in tribal areas is that of surveying the areas of cultivable land. Wherever it is not possible to carry out detailed survey, it would suffice to ascertain the extent and location of land available for allotment and reclamation. (b) This should be immediately followed by a plan of allotment in which due emphasis should be given to allotting land to shifting cultivators and landless tribals. . . . .	8	133

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110	(a) (i) Settlement of tribals on land should be encouraged on a cooperative basis wherever circumstances permit and people are in favour. (ii) Also where the land is insufficient but is available in a compact and contiguous stretch, cooperative cultivation be promoted subject to (i) above. (b) The assistance given to the settlers should be adequate so as to enable the tribesmen to derive maximum benefit out of the allotted land. (c) Subsidiary occupations should also be provided in order to supplement the earnings from land.	11	134
111	The utility of existing provisions for protecting the land rights of tribals should be re-examined by the States and measures taken to bring them in line with the needs of the situation prevailing today. This could perhaps be done by the same committee suggested to examine measures to end exploitation.	12	134
112	(a) Subsidies should be given for soil conservation measures on individual and community holdings, the tribal's contribution being accepted in the form of labour. (b) In respect of new land, schemes of settlement should be worked out first and conservation measures adopted on the principles stated above. (c) Prohibition or regulation of cultivation on higher slopes should be linked with schemes for cultivation of cash crops which have proved successful in experiments.	13	135
113	(a) (i) The tribal should be attracted to come and settle around places where gainful occupation is assured. (ii) It would be better to provide suitable home-steads around the allotted land making sure that there is a perennial source of clean drinking water available at hand.	14	135-136
114	(a) Research and experimental farms should be set up on a regional basis. (b) Demonstration farms should be established locally within each block or in any other convenient regional unit so that improved methods of cultivation can be demonstrated under typical conditions prevailing therein. (c) Some practices may have to be demonstrated actually on people's own holdings by moving parties or teams of extension workers. (d) Individual cultivators should be selected, who aided with equipment seeds and technical guidance in improved agricultural practices, would undertake the application of research findings. Selection of these individuals can be entrusted to the tribal communities or their representative bodies subject to fulfilment of certain requirements from the technical point of view.	16	136



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115	<p>(a) (i) Promotion of animal husbandry among tribal agriculturists should proceed cautiously.</p> <p>(ii) Those tribals who have a traditional love of cattle should be chosen to develop animal husbandry among them.</p> <p>(b) A close supervision and guidance should be provided to enable them to take better care of cattle and to realise the importance of the use of animal power in agriculture.</p>	20	137-138
116	<p>(a) (i) Forest Department should, as far as possible, employ only tribals in the forests in tribal areas; suitable training may be given to employ them in higher grades.</p> <p>(ii) Steps should also be taken to introduce a system of guided management, whereby the tribals or their representative bodies, will be progressively associated in the management and exploitation of the forests, in tribal areas.</p> <p>(b) (i) Village forests for domestic use should be carved out and placed under the management of tribal village councils.</p> <p>(ii) In addition, the entire revenue from these village forests should be given to these councils to be used for the development of their villages.</p> <p>(c) (i) Vigorous measures should be taken up for afforestation in the appropriate seasons during the year. Some of the operations should be carried out in the lean months so as to provide gainful employment to tribal cultivators who may then be idle.</p> <p>(ii) Their wages should be paid partly in food and the balance in cash.</p> <p>(d) (i) Commercial exploitation of forests should be entrusted to forest labour cooperatives rather than to contractors, the Bombay scheme being adopted with such modification as may be necessary and operation profits to be utilised for tribal welfare.</p> <p>(ii) Societies may either be sponsored by the official or non-official organisations and coordinated by the State Government themselves.</p> <p>(iii) Cooperatives on the same lines should be set up to exploit minor forest products.</p> <p>(e) No deposits should be demanded from these cooperative societies; pledging of timber or whatever be the forest produce should be considered as an adequate surety.</p> <p>(f) In most cases substantial loans will have to be advanced for the cooperatives to launch the initial exploitation of forest coupes on a profitable scale.</p> <p>(g) Transport and marketing facilities should also be provided for these cooperative societies.</p>	23	138-139

Serial No.	Recommendation	Reference	
		Para No.	Page No.
117	(a) The extension of communications in tribal areas should be directly linked up with the implementation of development plans in the area so as to minimise the dangers of exploitation.		
	(b) All the main tribal and scheduled areas not yet opened up should be served at least by one motorable road useable throughout the year so that the produce of the area can find ready market without the help of intermediaries. An area equivalent to that of a special multi-purpose block, namely, 200 sq. miles, should constitute the unit in regard to the construction of such main roads.		
	(c) The cost of inter-district roads and state highways should be debited not to the provision for development of communications in tribal areas but to the general budget for development of roads.		
	(d) The main roads should be connected with the feeder roads which bring the outlying areas effectively into contact with the outside world. It will be enough if these cart tracks serve the normal purpose of commerce. In some cases, e.g., in hilly areas, even bridle tracks will suffice.		
	(e) Labour cooperatives may be sponsored in the tribal areas and may be given preference over the contractors.		
	(f) Necessary technical assistance should be made available to them.	30	141
118	The concept of the development of region along with the welfare of the community should be further extended to all areas which are inhabited by tribal people. This may be done without reference to the formality of placing the area on the schedule.	33	142
119	The State Governments should exercise more freely the authority or varying the schematic budgets in keeping with the general priorities recommended by the Team in an earlier section and more particularly in conformity with the felt needs of the local community.	39	144
120	(a) (i) There should be an initial period of pre-planning, say of six months, which should not be deducted from the block period though the cost may have to be debited to the block budget.		
	(ii) This period should be utilised for selection and posting of staff, mobilisation of resources, procurement of equipment and construction of buildings so that the work can start on the opening day itself.		
	(iii) This planning should be carried out by a skeleton staff headed by the Block Officer designate.		
	(b) (i) For speedy construction of buildings, local styles and designs may be suitably adopted keeping in view the requirements of public health and utility		

Serial No.	Recommendation	Reference	
		Para No.	Page No.
	(ii) To stimulate initiative in this direction a prize may be awarded to the block which may construct the best buildings on the basis of adopted local patterns.		
	(e) (i) In the selection of staff, services of suitable tribal candidates should be utilised to the maximum possible extent. The authority to relax educational qualifications should be exercised in the case of tribal candidates at least for the next few years. It is needless to add that wherever choice is available preference should be given to the tribal candidates.		
	(ii) In either case, special training must be given to the staff to be posted in the special multi-purpose blocks. To the non-tribal candidates at least one local dialect should also be taught during the period of training.		
	(iii) In view of the living conditions in tribal areas, there should be extra allowances, e.g., 25 per cent of the salary in respect of the Block Development Officer and other extension officers and higher allowances upto 50 per cent of the salary in respect of Village Level Workers and other lower staff.	40	144-145
121	A representative of the department dealing with tribal welfare should serve as a member on the block committee. Since the Tribal Welfare Department is responsible for the welfare of tribal communities in the block areas before and after the intensive stage, it is necessary that the Tribal Welfare Department should be actively associated with the preparation of block plans and with the subsequent implementation.	42	145
122(a)	It would be desirable to extend these blocks to all areas predominantly inhabited by the tribal communities. An overall survey of the future requirements in terms of personnel, equipments and other resources should be undertaken in advance so as to use the pre-planning period for mobilisation of public cooperation.		
	(b) The programme of opening new special multi-purpose blocks should be suitably incorporated in the phased schedule covering the entire country by 1963.	43	145-146
123	The general pattern of education prevalent in the country should be extended to tribals so as to evolve one common pattern of education in the country. Assuming that at the primary and upper primary stages a genuine basic system would prevail, there would be enough scope for choice of agriculture and other related tribal crafts in the schools in tribal areas.	46	147
124	The principle of bifurcation which has been recognised for all students is equally necessary in tribal education. This would ensure that tribal students who discontinue at a lower stage are not alienated from their own cultural milieu.	46	147

Sl. No.	Recommendation	Reference	
		Para No.	Page No.
125(a)	(i) The accepted principle of imparting instruction at the primary level in the mother-tongue of the child should be extended to tribal children as well.		
	(ii) Wherever there are minor variations in the local dialects of different tribal communities residing in contiguous tribal areas, the main tribal language should be chosen as the medium of instruction at the primary level.		
	(iii) In areas where the regional language has been adopted by the tribals, the same may be adopted as the medium of instruction. Regional and national languages should be introduced at the secondary stage.		
	(b) (i) As for the script, the Devnagri script should, as far as possible, be introduced except in areas where the prevailing script of the regional language is more easily adaptable and acceptable.		
	(ii) Regional and national languages should be introduced at the Secondary stage.	49	148
126(a)	(i) The text books in primary schools in tribal areas may have to be based largely on reading material related to tribal life without substantially deviating from the general outline of the common syllabus for all primary schools.		
	(ii) From the secondary stage onwards, however, there should be common text books based on the integrated pattern of education. They should include material derived from both tribal as well as non-tribal sources. Lessons on national heroes, festivals, places of historical interest and the like should also include selections from tribal life and conditions.	51	149
127 (a)	It is necessary that early surveys should be carried out to assess the number and standards of the teachers required in tribal areas. This assessment should take into consideration the probable requirements in the Third Five Year Plan.		
	(b) Based on the results of such surveys, a regular scheme of education and training of tribal teachers should be undertaken.		
	(c) If sufficient number of suitably educated tribals are not available, the required number may be made good by recruiting non-tribals who may show evidence of an aptitude for working among the tribal communities. Their training should include proficiency in at least one of the tribal languages and a sympathetic understanding of their customs and traditions.		
	(d) (i) Similarly, an adequate number of women should be recruited and trained to serve as school teachers in tribal areas so that there is at least one woman teacher in every tribal school by the end of the Third Five Year Plan.		
	(ii) It is obvious that the terms and conditions of the teachers serving in tribal areas should be made more attractive so as to draw most suitable candidates.	52	149-50

Sl. No.	Recommendation	Reference	
		Para. No.	Page No.
128	The school hours, as also the holidays and vacations in the tribal areas should be so adjusted as to synchronise with their occupational seasons and social festivities.	53	150
129	(a) (i) There should be at least one reliable drinking water well or any other source in each village.  (ii) In hills special provision should be made for tapping perennial sources with pipe connections or even with bamboos or carved out hollowed trunks of palm trees. (b) (i) All-out efforts should be made to eradicate major diseases in cooperation with appropriate International and United Nations agencies. (ii) An extensive net-work of indoor hospitals and sanatoria, with a much wider net-work of outdoor centres, should be organised. The latter should organise campaigns for prevention of and early detection of the major diseases while the former may offer timely and effective indoor treatment.	60	152
130	(a) A far-reaching follow-up service, with carefully kept case records, is necessary to supplement a programme of medical and public health in tribal areas.  (b) As for normal medical aid, dispensaries, mobile health vans and in areas where motor vans cannot reach, peripatetic health squads should be provided. (c) Considering that the tribal preference is for herbal medicines because they are cheap and dependable, an effort should be made to carry out systematic researches into the ingredients of medical herbs instead of rejecting them outright. Their efficiency should be tested and a measure of standardisation should be introduced and the acquired knowledge may be embodied in a kind of indigenous pharmacopoeia. (d) Knowing the resistance of tribal women to outsiders, the local dais should be provided with training and the necessary kit to continue to practise in their own areas. (e) A certain measure of resistance is known to have come forth from the local dais for any regular training, it is hoped, however, that with a programme of health education they will be persuaded to do so in course of time. (f) It cannot be over-emphasised that terms and conditions of working and living in tribal areas should be made attractive enough to draw suitably qualified health personnel to settle and serve in tribal areas.	61	152-153
131	(a) (i) The schemes for tribal housing should be governed by the conditions as stipulated in para 62 of the Report. (ii) Once it is decided to offer housing facilities to a particular group, they or their representatives should be closely associated in the planning and construction of the houses. (b) (i) The design and pattern of housing should, as far as possible, closely approximate to their natural habitats with only certain minimum standards consistent with the requirements of public health and hygiene.		

Sl. No.	Recommendation	Reference	
		Para. No.	Page No.
	(ii) While introducing diversions from the natural tribal pattern, the essential features of the original habitat which give them adequate protection against the climate and the geographical factors should be ensured.		
	(c) Construction should be undertaken through tribals themselves either individually or through labour co-operatives with the necessary technical assistance provided by the concerned department.		
	(d) Some standing arrangement should be made to see that the colony develops into a regular neighbourhood and the tribals should be educated to maintain the colony in a condition fit for their habitation.	63	154
132	The tribal research institutes in the States should be re-organised so as to cover the following functions :		
	(i) To prepare monographs on the major tribes with as comprehensive a documentation of facts as possible. This should be accompanied by a study of the tribal linguistics and authoritative glossary of the tribals in the State;		
	(ii) to study, test and adopt for application in the tribal areas, ideas and methods which may be considered useful, in the local setting;		
	(iii) to disseminate the results of observation, experimentation and evaluation through publication of reports, brochures and other literature;		
	(iv) to conduct short term training courses for welfare workers and administrators in tribal areas. In doing so it must be ensured that the institutes are appropriately staffed to undertake this additional function; and		
	(v) to carry out such other functions as would help in the review of policies and programmes for tribal welfare so as to be increasingly effective in the context of regional conditions.	65	155
133	(a) A Central Institute of Tribal Welfare, on the lines discussed in the Report, should be established.		
	(b) The Central Institute will have the following functions :		
	(i) to coordinate research on an all-India basis;		
	(ii) to make studies of special problems which extend beyond the jurisdiction of any one State;		
	(iii) to pool ideas and to disseminate them among the State Governments and other authorities charged with the implementation of tribal development and welfare; and		
	(iv) to provide expert advice and guidance.		
	(c) The Director should be assisted by suitably qualified research staff to cover each major branch of tribal welfare, e.g., education, social organisation, economic development etc.		
	(d) This Institute should function under the same Union Ministry which deals with tribal affairs.	65	156

Sl. No.	Recommendation	Reference	
		Para No.	Page No.
<b>III. Programmes of Development for Backward Classes</b>			
134	(i) For those, who practise craft as a subsidiary occupation, it must be related to their agricultural or forest operations and should enable them to supplement their earnings appreciably.  (ii) For others who take craft as the main occupation, it must continue to be a profitable venture in the face of severe competition that is offered by purely commercial ventures.  (b) Systematic surveys should, therefore, be carried out with the assistance of the technical staff of the development and industries departments to explore the possibilities of development of handicrafts and village industries on sound business lines.	7	159
135	(a) On the basis of the findings of the surveys, broadly two types of schemes should be planned. The first category should include crafts and industries which may produce articles of domestic utility for local consumption. The second category of schemes should cover such crafts and industries as may promise profitable production for outside markets. Here, the stress should be laid on employing those who have the necessary aptitude and environment in terms of traditional family occupation.  (b) The crafts of domestic utility should offer subsidiary occupations to men and women in their spare time and during the lean periods when agricultural operations are not on.  (c) The commercial crafts and village industries, on the other hand, should offer scope for full-time substantial gainful employment to those who depend on them as major occupations.	8	159—160
136	The existing emphasis on training in the training-cum-production centres should be reversed and greater emphasis be placed on the production aspect. Training programmes should be linked up with the production activity so that apart from acquiring the manual skill in a particular craft, the trainees would also acquire knowledge of the methods of business organisation in the respective trades.	9	160
137	(a) Hostel facilities should be provided by the training centres so that trainees can be drawn from a wider area and they can return to their respective places to practise the trade. Wherever it is not possible, the training centres should be mobile. After training a batch or two it should be shifted to another uncovered area.  (b) Every successful trainee should be enabled to settle down in his trade in one of the following ways :— (i) Working as an artisan doing job work ; (ii) employment as a wage earner in a production unit; or (iii) as a member-worker of a producers' cooperative society.  (c) The particular method of rehabilitation for each trainee should be determined keeping in view, on the one hand, the economic possibilities of the particular trade and the aptitude and interest of the individual trainee on the other.	11	161

Sl. No.	Recommendation	Reference	
		Para No.	Page No.]
138	The multiplier principle should be adopted so that more qualified and talented trainees are further coached to take positions as instructors in other training centres .	12	161
139	(a) (i) Financial assistance should be made available to the successful trainees or to their cooperatives in two parts, viz. non-recurring and recurring. (ii) The cost of non-recurring equipment should be given as an out-right grant and the provision for recurring expenses should be advanced as a loan on easy terms. (b) The terms of financial assistance should be so regulated that net profits go to the cooperative societies and not to the Government as is the case with regard to certain types of forest cooperatives in some parts of the country. (c) No scheme of commercial nature should be started unless arrangements for raw material and marketing are secured in advance. A survey of the demand for the particular commodity or service should be made to ascertain the marketing possibilities.	13	162
140	(a) The committee suggested under 'Land Tenure' in para 12 of Chapter II (Part III) may also be asked to review and examine the working of various Acts that have a bearing on the protection of backward classes particularly Scheduled Tribes and Scheduled Castes and to suggest measures for amendment wherever necessary . (b) In particular, these committees, might examine the extent to which Prevention of Land Alienation Acts and other legislative measures for the liquidation of indebtedness have succeeded. The same committees should also suggest ways and means whereby the enforcement of these Acts and measures is made more effective. (c) States which have not yet enacted such measures might try to emulate these measures. (d) The law governing organisation and conduct of cooperatives should be simplified so as to make the organisation of cooperatives easy and their maintenance smooth. (e) Suitable training programmes should be instituted to train tribals and other backward classes in the methods of cooperative organisation. If such programmes are started for the rural masses in general, backward class individuals should be given due place in them. (f) In order to ensure that some of these exploiters do not get into cooperative organisations disguising their intentions and methods of exploitation, adequate safeguards must be provided.	29	167
141	(a) It is necessary that the rules of procedure should be so revised as to make it possible that credit is given promptly and in adequate measure. (b) (i) Sufficient discretion should be allowed to managing committees of cooperative societies who sanction loans for production purposes with little or no security. It should be considered adequate to advance a loan against an undertaking, duly supported by recognised local individual or authority, to repay the amount on receipt of cash after the sale of the produce.		



Sl. No.	Recommendation	Reference	
		Para No.	Page No.
	(ii) In order to enable the backward class individuals to become members of the cooperative societies, loans should be advanced to them for purchase of minimum necessary shares. . . . .	30	168
142	(a) In extending the scheme to other States, however, care should be taken to avoid pit-falls experienced by the States which have done the pioneering work, that is issuing of grain to fictitious borrowers, collection of grain without issue of receipts, and the like.		
	(b) In order to implement these recommendations with greater measure of success, it is proposed that either the panchayats or co-operative societies should be entrusted with this work. . . . .	32	168
43	Government may open fair price shops for sale of food and other articles of daily necessities and also for purchase, at reasonable prices, of the produce such as grain and craft goods from the farmers and artisans. . . . .	32	169
144	Government should take active steps to discourage contractors foregoing the administrative convenience of assigning departmental contracts to single individuals. If necessary, specifications of job requirements may have to be suitably revised and technical assistance may have to be provided. . . . .	32	169
145	(a) Hostels should be common for students of all communities ; reservation of an adequate proportion of seats being made for backward class students.		
	(b) The existing hostels should be converted into general hostels as per (a) above, and the names be changed so as to give them a more cosmopolitan outlook.		
	(c) The manner of working out this conversion should be such as not to jeopardise the position of Scheduled Castes, Scheduled Tribes or other backward classes in regard to the number of seats available for them in hostels both existing and new.		
	(d) (i) Students belonging to sweepers' and scavengers' communities should be admitted into local hostels.		
	(ii) The usual condition that no student residing within 5 miles radius of the concerned town or city would be allowed admission in the local hostels should be waived in the case of students belonging to <i>Bhangi</i> community,	38	171
146	(a) Minimum standards should be prescribed and enforced in regard to accommodation, food, sanitary arrangements, medical care and recreational facilities. These should apply equally to hostels run by Government and non-government organisations.		
	(b) Recognition and assistance may be granted only to hostels managed by bonafide voluntary welfare organisations. Hostels run by individuals should neither be recognised nor assisted.		
	(c) Daily programmes should be so organised as to leave enough time for rest and recreation.		

Sl. No.	Recommendation	Referencee	
		Para. No.	Page No.
	(d) Recreational and cultural programmes should also include locally popular games and activities.		
	(e) Stress should be laid on developing national outlook among backward class students, particularly, among the Scheduled Tribes students living in isolated areas, through the organisation of national days like the Republic Day, the Independence Day, daily singing of national songs and the like.	40	172
147	(a) At least one common girls' hostel should be set up at each divisional headquarters with adequate number of seats being kept for girls belonging to backward classes.		
	(b) At other levels, additional girls' hostels should be provided wherever sufficient number of backward class girls is forthcoming.	42	173
148	(a) Post-matric scholarships* should be administered at the State level so as to decentralise the procedure and to cut down the delays. The system of associating popular representatives with the consideration of applications could still be retained with advantage by constituting similar scholarships boards at the State level consisting both of the backward class representatives as well as concerned officials.		
	(b) The centralised grant of scholarships at the Union level can still be justifiably retained in respect of scholarships to students seeking admissions to all-India institutions of higher education in scientific and technical subjects.	47	175
149	(a) The power of sanction of under-matric scholarships should be delegated to the District level where a suitable committee consisting of officers and popular representatives should be set up.		
	(b) The forms of application and the conditions of award need to be drastically simplified. Verification should be deemed as valid on the basis of a certificate from the Sub-Divisional Officer or from the Sarpanch, countersigned by the Sub-Divisional Officer.		
	(c) In regard to continuing scholarships, the practice of automatic renewals which has already been started in some States, should be extended to all States and adequate amounts should be placed at the disposal of the local officers or institutional heads for timely payments.		
	(d) Recommendations in regard to the simplification of procedure and other aspects of their adequacy or otherwise are as much applicable to the post-matric scholarships as to those up to the Matriculation standard.	50	176-177
150	(a) The rate of payment of scholarships and stipends should be rationalised for each State and there should be uniformity for each equivalent category of scholars.		
	(b) In view of the backwardness of the girls' education at all stages of education, they should be given stipends adequate enough to cover hostel expenses, wherever necessary, and they might be exempted from paying admission fee in advance.	54	178

\*Shortly after the submission of the Report on 9th July, 1959 the Ministry of Education have delegated the powers of sanctioning post matric scholarships to State Governments/Union Territories vide their circular letter No. F. 28-1/59-S.4, dated 11th July 1959.

Sl. No.	Recommendation	Reference	
		Para No.	Page No.
151	(a) (i) All scientific and technical institutions which have not prescribed minimum qualifications for admission should do so.		
	(ii) These minimum qualifications should be common to all students.		
	(b) A certain number of seats should be reserved for backward class students who should be considered for admission on the basis of the prescribed minimum qualifications.	56	179
<b>IV—Office of the Commissioner for Scheduled Castes and Scheduled Tribes</b>			
152	As regards the qualifications and the background of the incumbent who can ably and independently discharge the functions of the Commissioner he should preferably be a non-service person, as at present.	4	181
153	The Commissioner should concentrate on evaluation of the working of the welfare schemes for the backward classes.	8	182
154	Assistant Commissioners for Scheduled Castes and Scheduled Tribes should preferably be drawn from among the I.A.S. or equivalent services from the cadre of a State other than that to which they are required to be posted.	16	184
155	The Reports of the Commissioner may present a State-wise analysis and that the Government should issue explanatory Memoranda on the short-comings and inadequacies pointed out in the Commissioner's Report. The Reports and the Memoranda should be discussed in the Parliament and the State Legislatures every year.	17	185
<b>V—Special Problems of Scheduled Castes</b>			
156	(a) The Village Panchayats, Welfare Extension Project Centres, Community Development Blocks and non-official institutions should celebrate national festivals such as Independence Day, Republic Day, Children's Day and Martyr's Day in such a manner as to persuade Harijans to actively participate in greater numbers.		
	(b) In regard to the observance of Socio-religious functions such as Vijaya Dashmi, Dewali, Pongal, Holi, Ram Naumi, Durga Puja, and Shivaratri, venues should be selected near Harijans Bastis. The village leadership may give a start by visiting the houses of Harijans on these occasions.		
	(c) Festivals which are observed exclusively by Harijans should be accepted and celebrated as common functions in which all communities should participate on equal terms.	11	190

Sl. No.	Recommendation	Reference	
		Para No.	Page No.
157	(a) Steps may be taken which may lead to marriages between Harijan and non-Harijans. This should more be an indirect result of a congenial atmosphere that voluntary workers and organisations would have created rather than be the outcome of any direct campaign for this purpose.		
	(b) Social workers and voluntary organisations working in the field of Harijan welfare and social reform should persuade carefully selected caste-Hindu families to adopt Harijan Children.	13	190
158	A change should be introduced in the scope and method of awarding prizes for the removal of untouchability. The award need not be restricted to the official campaign in the villages and should be given to any individual, institution, panchayat or a village rendering meritorious services which may lead to the removal of untouchability.	14	191
159	The condition of enrolling a certain proportion of members from among Harijans should be strictly adhered to. If the Harijans in the neighbourhood are not in a position to join the society for reasons of economic backwardness, a special grant may be given to such Harijans to enable them to become members of the society.	15	191
160	With regard to legal remedies the following measures would adequately strengthen the law so as to make it sufficiently deterrent :—		
	(i) The first offence should be tried summarily so that justice is not inordinately delayed.		
	(ii) The minimum fine in the first offence should not be less than Rs. 50/-.		
	(iii) For the second offence the fine should not be less than Rs. 200/- together with compulsory imprisonment for not less than one month.		
	(iv) Second offence should not be compundable.		
	(v) Panchayats can play an effective role in the removal of untouchability. The question of investing them with adequate statutory powers in this regard should be examined.	18	193
161	(a) The Central and the State Governments should increase their share of grants to municipalities to enable them to abolish, within a specified period, the practice of carrying night-soil in open baskets on the head.		
	(b) Wherever possible scavenger-free latrines should be installed. This could form an important activity of the programmes of slum clearance, town improvement and new habitation.		
	(c) The condition of assistance which insists that municipalities should introduce the reforms in the entire areas under their jurisdiction, should be relaxed or waived. Also, wherever wheel-barrow or hand-carts cannot be introduced, tightly covered portable buckets may replace the baskets.	21	195

Sl. No.	Recommendation	Reference	
		Para. No.	Page No.
162	<p>(a) Leather and tanning industry should be reorganised in such a manner that others may also be attracted to take up various occupations in the industry without dislodging those already engaged in them.</p> <p>(b) Government should extend all possible facilities to the cooperatives to establish flaying and tanning centres outside village boundaries.</p> <p>(c) (i) Scientific methods should be progressively introduced so as to eliminate or minimise the 'unclean' part of the various processes in the leather and tanning industry.</p> <p>(ii) Sufficient safeguards should be provided so as to reduce the incidence of occupational hazards or diseases prevalent among the workers in the industry.</p> <p>(d) Cooperatives should be organised with substantial Government support for the purpose of raw material and sale of the finished products of the tanning and leather industry. . . . .</p>	23	195-196
163	<p>(a) In the construction of new colonies or in the development of new suburbs and townships, mixed habitation of Harijans and non-Harijans should be encouraged by reserving a certain proportion of house sites or houses for Harijans.</p> <p>(b) Wherever free house-sites are provided, care should be taken to see that their location is such as would promote integration rather than segregation of Harijans from the rest of the community. This should apply in all cases of assistance whether by grants or loans.</p> <p>(c) (i) In the first instance, the basis of assistance for housing should be rationalised. Those below a particular income level should be given outright grants and those above, subject to a maximum, should be given incentives by way of loans on easy terms.</p> <p>(ii) A maximum and a minimum should be fixed in accordance with regional considerations.</p> <p>(d) The amount of assistance must be fixed in accordance with the local conditions such as in the case of building material and transport. But there should be no variations in the size of the amount within the same area.</p> <p>(e) Labour should be provided as far as possible, by the grantees themselves.</p> <p>(f) It must be ensured that the Harijans are not evicted from the land or from the house constructed thereon. It should be the duty of the local and district authorities to ensure this and they should be given the necessary powers to deal with this problem effectively.</p> <p>(g) A special provision should be made in the appropriate law that the transfer of ownership of a house from a Scheduled Caste individual to any other should be deemed as valid only when certified as a bonafide deal by the appropriate authority.</p>		

Sl. No.	Recommendation	Reference	
		Para. No.	Page No.
	(h) In regard to the provision of quarters for the sweepers and scavengers who are municipal employees it must be made an obligatory duty of local bodies and the Central and State Governments should provide substantial contributions towards the schemes.		
	(i) Once this assistance is provided, a time limit must be set within which all municipalities and corporations should provide housing of a suitable standard to all members of their conservancy staff.		
	(j) The municipal colonies must provide for various income groups in all departments and should not be restricted to sweepers and scavengers or to employees belonging to the lowest income bracket. Each colony should, however, reserve an adequate number of housing units for the conservancy staff.		
	(k) Standing arrangements should be provided to ensure the proper maintenance of these colonies so that they do not deteriorate into slums.		
	(l) In all housing schemes cooperative effort should be encouraged as compared to assistance to isolated individuals. This would facilitate civic amenities and community services.	31	198-199
164	(a) The problem of providing perennial supply of protected drinking water should be tackled as such without reference to the removal of untouchability.		
	(b) (i) In places where Harijan <i>bastis</i> are separate, convenience of Harijans must be given first priority in deciding upon the location of wells.		
	(ii) In areas where mixed habitation exists or is encouraged, the location would depend upon common convenience.		
	(c) Financial assistance for construction of wells should be regulated according to the cost of construction in varying local conditions	34	200
<b>VI—Denotified Communities</b>			
165	(a) A correctional and welfare approach as against a penal one should be adopted <i>in practice</i> towards the rehabilitation of the Denotified Communities.		
	(b) The habitual criminals among them should be isolated and treated under the ordinary law of the land.		
	(c) The economic programme should go hand in hand with a dynamic and suitably oriented programme of social education so as to wean them away from socially undesirable tendencies.		
	(d) The substantive economic content should be provided in the welfare programmes for Denotified Communities keeping in view the adventurous spirit and traditional skills that prevail among them.		

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	(e) Where production-cum-training centres meant for backward classes in general are not easily accessible to them, separate production-cum-training centres should be started in the denotified community settlements, opening out to every individual three avenues of gainful employment :		
	(i) work as an individual artisan;		
	(ii) seeking employment in any vocation or trade in private or public sectors; and		
	(iii) organisation of producers' co-operatives or industrial co-operatives.		
	(f) With a view to removing the stigma attached to these tribes in the past, the Government should give a lead in offering them employment in Government.		
	(g) Community Welfare Centres should be opened in all these settlements with particular emphasis on programmes for children's and women's welfare so that they can be moulded into a new way of life.		
	(h) Opportunities may be provided to children, above seven years of age, to study in hostels away from settlements. The measures should be so adopted as to provide new education to the children of these communities without alienating them from these families.	16	205—206
<b>PART—IV. ADMINISTRATION, TRAINING AND EVALUATION</b>			
<b>I—Administrative Set-up</b>			
166 (a)	Social welfare subjects (excluding the welfare of backward classes) should be brought under one administrative agency at the Centre. A separate Department may be set up immediately for the purpose under the Ministry of Education which may be appropriately redesignated as "Ministry of Education and Social Welfare."		
(b)	The Department for the welfare of Scheduled Castes, Scheduled Tribes and other backward classes may be set up under the Ministry of Home Affairs	10	209
167	The functions of the proposed Social Welfare Department at the Centre, may be stated as under:		
	(i) Administration of national social welfare policy;		
	(ii) initiating, reviewing, and watching implementation of social welfare legislation by the State Governments;		
	(iii) coordination of social welfare schemes of the State Governments on a broadly uniform pattern;		
	(iv) promotion of social research; and		
	(v) constitution and administration of a Central cadre of welfare administrators.	19	212
168	A unified welfare Department in each State dealing with Social welfare as also the welfare of Backward Classes should be set up. The executing machinery for Social Welfare and the Welfare of Backward Classes should, however, be kept separate.	21	213

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169	Where the allocation of funds, the quantum of work or the proportion of population makes it necessary, the States may consider the desirability of setting up a separate Department of Harijan or Tribal Welfare without prejudice to the provision of Article 164(i) of the Constitution.	22	214
170	The State Governments may bring about the required flexibility in administration by reorganising the method and procedure in their Directorates dealing with welfare services or by setting up Boards with a certain measure of autonomy and executive responsibilities.	22	214
171	The functions of the proposed Department at the State level may be stated as follows :— (i) Initiation and execution of welfare schemes other than those undertaken by the State Social Welfare Advisory Boards. (ii) social welfare legislation; (iii) introduction of the system of recognition and registration of institutions based on minimum institutional standards; (iv) administration of maintenance grants to voluntary social welfare institutions through the State Boards; (v) promotion of Co-ordinating Councils of voluntary organisations on the advice of the State Boards; and (vi) constitution and administration of a cadre of social welfare administrators at the State level.	31	215—216
172	The Director for the Welfare of Backward Classes and Tribal Welfare, as the case may be, should be vested with the powers of a Joint or a Deputy Development Commissioner and may be designated as such. We believe that Director will then be in a position to exercise an overall authority over execution of the development schemes for the backward classes and to ensure that the money disbursed to other departments for this purpose is fully and properly spent.	32	216
173	The Central Advisory Boards for Harijan Welfare and Tribal Welfare should exercise the following functions :— (i) Association with planning; (ii) periodical assessment of the work of various welfare schemes; and (iii) consideration of the difficulties encountered by beneficiaries in the actual operation of the various welfare schemes.	34	217
174	The composition of the Central Advisory Boards for Harijan and Tribal Welfare may be revised as follows : (i) 1/3rd from among the M.Ps. (Tribal representatives in the case of the Board for Tribal Welfare and Harijan representatives for the Board for Harijan Welfare). (ii) 1/3rd from among social workers. (iii) 1/3rd from among the social scientists.		



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	With the revised composition and the extended functions it is necessary that these Boards should meet more frequently than at present. Further, in order that a certain measure of continuity is assured to the Boards, their tenure of membership should be extended to at least two years* with a provision for re-nomination of a certain proportion of members.	35	217
175	Advisory Boards for Harijan and Tribal Welfare should be constituted by all the States as soon as possible so that they function as effective counterparts to the Central bodies in the execution of the welfare schemes. In line with the functions envisaged for the Central bodies, the functions of these bodies should also be expanded similarly, so that they function with greater responsibility and the welfare plans are brought on a footing of a measurable and recognised popular association. So far as the composition goes, the pattern of representation should also be on the lines suggested for the Central Board with the only difference that there should be Members of Legislative Assemblies and/or Legislative Councils in place of Members of Parliament.	36	218
176	(a) The Collector should be in overall charge of supervision and coordination of all welfare schemes in the District. Funds should be transferred from the Welfare Department to the Collector in respect of all schemes with the exception of those mentioned in (c) below, for the implementation of the schemes. (b) Apart from such schemes as the Welfare Department may frame, the District Level Committee may be encouraged to originate schemes based on local needs. (c) In respect of supra-district schemes, moneys may be transferred direct to implementing departments. (d) (i) In respect of schemes in (b) above, execution will proceed directly under the supervision of the Collector. (ii) In respect of schemes under (c) above, the execution will be through the implementing departments. These arrangements will have to be incorporated in standing orders in accordance with which the local officers of implementing departments will automatically act under the Collector's instructions. (e) To assist the Collector in all welfare schemes which need to be executed in the district, there should be a full time District Welfare Officer for each district. He should have a status and adequate powers to be able to discharge effectively the functions mentioned below :— (i) In addition to the other duties which would normally, devolve on a District Welfare Officer, he may be empowered to acquire land and allot it for purposes of house sites and for agriculture. (ii) He should also arrange for free legal aid in respect of offences arising out of the Untouchability (Offences) Act, 1955, unauthorised ejection, harassment or fraud by money lenders, etc.		

\*This has since been done.

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	(f) Staff under the District Welfare Officer should be adequate both in numbers as well as qualifications in relation to the volume and nature of work in the district.	39	219
177	The District Planning Committees may themselves constitute special sub-committees for Harijan Welfare, Tribal Welfare, etc. according to the local requirements. The composition and functions of these sub-committee should be regulated more or less on the lines of the functional sub-committees of the Block Panchayat Samitis as proposed in our recommendations later. There are certain aspects of backward classes welfare which should receive close attention at the hands of the District Committees. These would ensure among others, the proper observance of forest rights and the retail and wholesale rates in the local weekly markets, for which they may have local committees consisting of non-official leaders and local officials. These committees should also have sufficient powers to intervene effectively in case of suspected exploitation of tribals.	40	220
178	The pattern existing in Madras, viz. the Assistant Women Welfare Officers at the district level being Members of Project Implementing Committee, may be adopted in other States also.	41	221
179	(a) Nomination of members to the functional sub-committees for Harijan and Tribal Welfare, of the Block Panchayat Samitis need not be restricted to the members of the Samitis but should include other leading Harijans or Tribals in the area as also trusted and tried social workers devoted to the cause of the welfare of Harijans or Tribals.  (b) In all cases, the statute should lay a definite responsibility for the welfare of Scheduled Castes and Scheduled Tribes on the Samitis and a portion of the budget should be earmarked for certain welfare activities for their benefit.  (c) A certain minimum number of Harijans or Tribal members, as the case may be, should be prescribed in the composition of functional sub-committees of the Block Panchayat Samitis.  (d) As an additional safeguard, the list of members of the functional sub-committees should be approved by the District Magistrate and he should be authorised to ensure that the amount specially set apart for the welfare of these groups is spent fully and properly for the purpose for which it is meant.	43	221
180	It would be desirable to reconstitute the existing coordination committee by the addition of the Secretary and the required number of officials of the Social Welfare Department. The Minister for Education and Social Welfare may appropriately be the Chairman of this Committee. Similar coordinating Committees may also be appointed at the State level.	46	223

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		Para No.	Page No.
181	The Central Family Planning Board should take on its body, representatives of the proposed Social Welfare Department apart from the Chairman, Central Social Welfare Board, who is already a member of the Board .	47	223
182	The planning of rehabilitation schemes following emergencies may be made by an <i>ad hoc</i> committee consisting of representatives of the Central Social Welfare Board, the Department of Social Welfare and the Ministry of Home Affairs as also the State Welfare Departments and the State Welfare Boards of the concerned States . . . .	48	223
183	Joint meetings of the women's Advisory Committee, the Central Social Welfare Board & the Social Welfare Department may be held from time to time under the aegis of the Ministry of Community Development, to plan the social welfare schemes in the block area as also the programmes in coordinated projects . . . .	49	224
184	A study group, consisting of the representatives of the Health and the proposed Department of Social Welfare, may be set up to work out the demarcation of responsibility and to devise the appropriate manner in which the process of treatment and rehabilitation could be co-ordinated at the central level, and to demarcate responsibility between the different departments. . . .	50	225
185	The Social Welfare Department should set up a Standing Coordinating Committee presided over by the Minister of Education and Social Welfare and consisting of the Secretaries and Advisers of the concerned Ministries and Departments to coordinate and take decisions on schemes of the Social Welfare Department to be dealt in some aspects by other Ministries and Departments and vice versa. For an effective co-ordination it is also desirable for these committees to meet at least quarterly every year. . . .	51	225
186	Coordination Committee consisting of the representatives of all Central Ministries concerned with the development schemes should be constituted by the Department of Welfare of Backward Classes under the Ministry of Home Affairs, which would review the working of the development programmes in relation to the welfare of backward classes and suggest such changes as would be necessary from time to time. . . .	52	226
187	The State Welfare Departments may set-up Coordination Committees consisting of Secretaries and Advisers of other concerned departments, presided over by the Minister In-charge of the Welfare Department. . . .	53	226
188	It will be desirable to reconstitute the Standing Committees of the Ministry of Commerce & Industry by taking in representatives of the CSWB, Social Welfare Department and the All-India Boards. Such Committees consisting of the representative of the State Boards, the State Welfare Departments and the State branches of All-India Boards may also be set up at the State level. . . .	54	227
189	There should be periodic conferences of the Secretaries of the Welfare Departments, the concerned Directorates, and the Secretary and the other officers of the Social Welfare Department in the Ministry of Education and Social		

Sl. No.	Recommendation	Reference	
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	<b>Welfare.</b> Representatives of the Central Social Welfare Board and the State Social Welfare Boards may also be invited to these conferences. . . . .	56	227
190	Coordination may be achieved through the representation of State Boards in the proposed Inter-Departmental Coordination Committees to be set up by the Welfare Department.	57	228
<b>II—Financial Administration</b>			
191	It may be considered whether the date for the formulation of schemes could be somewhat advanced without ignoring the need for having a realistic assessment of resources . . . . .	10	232
192	On the analogy of certain schemes in the Centrally-sponsored programme it may be prescribed that, in respect of the schemes not exceeding a total outlay of Rs. 25 lakhs over the Plan period or of Rs. 10 lakhs during the year, the Central Ministry should accord their approval on the basis of a statement from the State Governments to the effect that the schemes have obtained the approval of the respective technical departments or bodies in the State. . . . .	14	234
193	A suitable re-allocation of subjects in each group of schemes may be attempted in consultation with the State Governments. . . . .	16	235
194	The requirement of prior Central approval may be done away with in respect of the Centrally-sponsored schemes, as in the case of the schemes in the State Plans. However, the Central Government may specify the areas or the categories of schemes in which more intensive effort is required and may earmark specific sums for the purpose which cannot be appropriated to other schemes. . . . .	17	236
195	The Central Government may consider the sharing of expenditure on additional establishment in the field in respect of schemes for backward classes in the State Plans. . . . .	18	236
196	The present procedure regarding release of grants may be reviewed at the end of the Second Plan with reference to the progress noticed in the performance on the schemes. . . . .	19	237
197	The State Governments should take steps to see that the prescribed progress reports reach the Home Ministry on the stipulated dates. It will be useful to have a Central Cell in the State Department to collect the information on a continuous basis. . . . .	22	238
198	The State Governments should make efforts towards formulation of schemes in relevant details in time for the annual Plan discussions, and that no scheme should be provided for in the Plan or in each year of the Plan till its chances of being taken up during the said period are fairly certain. . . . .	24	239
199	The scrutiny legitimately exercisable by the Finance Department, should, with advantage, be carried out in all its details at only the budgetary stage, i.e., before the schemes are included in the budget with the safeguard that for schemes involving a substantial outlay [(ceilings to be specified) a reference has to be made to them again before they are sanctioned. . . . .	26	239

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200	The State Government may, on the analogy of the Central Government, discontinue the practice of making lump-sum provision in their budgets. . . . .	26	240
201	The situation regarding the scrutiny and approval of the Technical departments may be remedied in one or more of the following ways :—  (a) The representatives of all the Technical Departments concerned may be associated at the time of the formulation of the schemes at the budgetary stage and their approval obtained. In case it is not possible to finalise certain aspects or details of the schemes at that stage or certain doubts or differences are not settled then, it should be possible for the sponsoring Department to obtain the approval of the Technical Departments on these specified matters later during the course of the year . . . . .  (b) An attempt may be made to segregate small local schemes which are not very significant from the technical point of view from other schemes and some delegation in respect of the former may be made in favour of the sponsoring Department or executing Department, as the case may be. The State Governments may consider in this connection, the raising of the limit of expenditure beyond which it is necessary to obtain approval of the Works Dept., provided the works are brought to a standard approved design. In some cases it may not really be necessary to prepare detailed plans and estimates and the work may be left to be carried out by the beneficiaries themselves. . . . .  (c) On the analogy of the experiment made in Bihar, a unit of the Works Department may be earmarked for speedy sanction and approval of works programmes in the scheme for welfare of backward classes. . . . .  (d) For schemes which must necessarily have the approval of the Technical Departments and are such as cannot be finalised at the budgetary stage, it will be desirable to entrust execution also to the Technical Departments, as this will cut short the delay in the process of obtaining approval by the sponsoring Department. . . . .	27	240-241
202(a)	The Department dealing with the welfare of backward classes should have a separate budget grant of its own for which it would be answerable to the Legislature. . . . .  (b) The area of execution by other Departments may cover only— (i) such schemes which are not different in content and form from other schemes of development; and (ii) the schemes which require technical expertise available to only to those Departments. . . . .  (c) The officers of other Departments executing the schemes should be directly responsible and accountable to the sponsoring Department irrespective of the fact that the expenditure has to be sanctioned by the executing Department. . . . .  (d) For schemes to be executed by the Department dealing with backward classes the District Welfare Officers of the Department may be given wider power of execution than at		

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	present. For example minor adjustment between items of a scheme need not be referred by them to the Directorate for prior approval and they may have more funds at their disposal for contingencies, etc. . . . .	31	243
203	The Government of India, in consultation with the Comptroller and Auditor General, may devise a suitable method to ensure the accuracy and authenticity of the expenditure on schemes for the welfare of backward classes in the State Plans as also in the Centrally sponsored programmes financed from the Central grants . . . . .	33	244
204	An attempt should be made to ascertain the expenditure incurred by the State Governments on the welfare of backward classes in relation to schemes other than those that are assisted by the Home Ministry. The Ministries in the Central and the State Governments, should periodically furnish the Home Ministry with accounts of grants by the Central Government on the welfare of backward classes so that the Home Ministry are in a position to co-relate them with the special assistance given by them to the State Governments . . . . .	34	244
205	The Central Government may consider a change in financial year from 1st April as at present to 1st of July . . . . .	35	245
<b>III—Recruitment and Training of Welfare Personnel</b>			
206	(a) Category (a) positions—‘administrative and senior supervisory’—should be filled by persons with minimum graduate qualifications plus two years of training in social work.  (b) Category (b) positions—‘intermediate supervisory’ should be filled by persons recruited at the intermediate level with two years of training in social work, or in the alternative, from among graduates with one year of training in social work.  (c) Category (c) positions—‘field level workers’—should be drawn from among matriculates with two years of training in social work. . . . .	15	250
207	(a) The Advisory Board on Social Welfare should be suitably reorganised and provided with the necessary executive machinery to undertake the following functions :  (i) Organisation of a system of recognition for training institutions in the different fields of welfare ;  (ii) approval of the syllabii of these institutions and definition of minimum standards for educational practice ;  (iii) development of text books and teaching materials based on Indian conditions ; and  (iv) development of field work programmes under the supervision of trained staff as an integral part of the various training programmes. . . . .		

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	(b) Steps should be taken to relate the admission policy of training institutions with the requirements of welfare personnel to man development programmes; personnel requirements should be estimated on a five years basis and the admission policy should cover not only the total numbers involved but should also take into account the special welfare fields for which personnel are required.		
	(c) As most of the existing training institutions are located in the urban areas, new training institutions should, as far as possible, be located in or within easy reach of the rural areas so that the training programmes are conducted in a more appropriate setting.		
	(d) While all new recruits will be drawn from among trained personnel, orientation courses should be organised for untrained personnel already in position.	42	258-259
208 (a)	Undergraduate training programmes should be organised on a two year basis to prepare students for specific careers as mukhya sevikas, superintendents of welfare institutions etc.		
	(b) The undergraduate and graduate training programmes should be linked together so that experienced welfare workers could qualify themselves for higher responsibilities on the completion of suitable training courses.	44	259
209 (a)	The duration of the training course for gram sevikas should be extended to a minimum period of two years.		
	(b) The various courses taught at the training centres should be directly related to the actual duties and problems that the staff will be called upon to deal with in the field, and more time should be set apart for courses on child-psychology, pre-school education and an understanding of the social forces that govern rural life.		
	(c) A distinction should be drawn between domestic crafts and economic crafts and the gram sevikas should be made proficient to teach domestic crafts, as an alternative to providing a separate craft instructor.		
	(d) Training programmes should integrate class-room instruction with a field-work programme supervised by trained staff, this field-work programme should be phased over the two-year training period on the following basis :—		
	(i) a period of field-work in a project centre with limited responsibility given to the trainee for running specific items of the programme over a period of a year as a supplement to class-room instruction ; and		
	(ii) an extended period of field work, say 3 months, during which time the trainee will be posted to work with a gram sevika and will shoulder responsibilities that are almost equivalent to the actual work situation		

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(e)	In order to further enrich the field-work experience, Government should entrust the training institutions with projects and programmes on an experimental basis. The successful methods evolved in these projects could also be adopted in other projects.		
(f)	New training centres should appropriately be located near other training centres at block headquarters.		
(g)	The two distinct training programmes for gram sevikas, conducted at present by Kasturba Gandhi National Memorial Trust and the Home Economics Wing, should be integrated at an early date on the following lines :—		
	(i) the content of the two training programmes should be identical ;		
	(ii) minimum training standards should be observed by both programmes in respect of the number of trained teachers, the teacher-pupil ratio, the organisation of field work, the maintenance of libraries and the scientific orientation given to trainees ;		
	(iii) text books should be prepared in the context of field conditions ; and		
	(iv) each training centre should have at least one trained teacher drawn from the field of education, another from home economics and a third from social welfare. The cooperation of visiting lecturers can be secured from the rural extension training centres for the conduct of courses on agriculture and animal husbandry.		
(h)	Periodic refresher courses should be organised for trained field-staff, who have completed a period of service on the lines followed by the Home Economics Wing.		
(i)	For those already serving in the field or in supervisory positions, short-term in service training should be provided so as to bring them on par with others who may receive the proposed training.		
(j)	Orientation courses should be provided for all the technical personnel, namely, teachers, engineers, overseers, doctors and other health personnel who are required to work among Scheduled Tribes or in Scheduled Areas.		
(k)	With regard to the content of the training programmes for the auxiliary nurse-cum-midwives undertaken by the Ministry of Health, a standard syllabus should be followed which should include a course in family planning.	58	262—264
210 (a)	Minimum standards should be maintained in the recruitment of teachers for the training centres in terms of training and experience in their particular fields of specialisation e.g. education, home economics and social welfare work.		



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	(b) Incentives should be given to attract teachers of the necessary calibre to these training centres in terms of improved salary scales, special allowances and arrangements for deputation from existing departments.		
	(c) Orientation programmes should be provided for these teachers in terms of special requirements of a welfare programme.		
	(d) Refresher courses should be organised at intervals to keep these teachers in touch with changing problems in the welfare field.	59	264
211 <sup>4</sup>	(a) The minimum educational qualification of the trainees should be the matriculation standard.		
	(b) The trainees may preferably be drawn from within the age group 25—35 years.		
	(c) The trainees should be selected from among persons with a rural background.		
	(d) The trainees, especially those recruited for work in tribal areas, should be assisted during the training period in acquiring proficiency in the local language.	62	265-266
212	(a) The field staff at present employed by the CSWB, for the purposes of the WEP programme, e.g. gram sevikas, mukhya sevikas should be absorbed into permanent Government service and should then be deputed to work in the WEPs.		
	(b) The salary scales of the field staff should be equated with the scales paid to other field staff under other departments.		
	(c) Opportunities should be provided for promotion of gram sevikas on the basis of merit to the next higher post of mukhya sevika.		
	(d) Adequate and cheap accomodation should be provided for the gram sevikas in the village centres.	63	266
213	(a) Welfare programmes at the planning, administrative, supervisory and field levels must be executed with the aid of trained personnel.		
	(b) Union and State cadres for welfare personnel should be constituted.		
	(c) Recruitment to these cadres should be done through public Service Commissions from among candidates with qualifications prescribed by the Advisory Board on Social Welfare.		

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	(d) As an interim measure, the senior posts may be filled by officers from the administrative services to the extent trained and experienced welfare workers are not available to take over these responsibilities . . . . .		
	(e) Opportunities should be provided for workers to move to the higher levels on the basis of merit and experience.		
	(f) In addition to direct recruitment to these cadres, opportunities should be given for the absorption of persons already on the job on the completion of prescribed training programmes. . . . .	64	267
<b>IV. Evaluation of Welfare Programmes</b>			
214	The Office of the Commissioner for Scheduled Castes and Scheduled Tribes should continue to undertake an evaluation of the work of the Central and the State Governments for the welfare of backward classes and the office of the Commissioner should be strengthened with appropriately qualified research personnel. . . . .	2	268
215	A new unit should be set up in the Programme Evaluation Organisation and staffed with appropriately qualified persons to undertake the work of evaluation of social welfare programmes. . . . .	3	268
216	Evaluation machinery both of the Programme Evaluation Organisation and the Commissioner's office will have to be duly strengthened particularly at the State Level. . . . .	4	268
217	Non-official experts should be associated with the evaluation undertaken by the proposed agencies. . . . .	4	269



**PART VIII**

**MAPS AND CHARTS**



## **LIST OF MAPS AND CHARTS**

I. Expenditure incurred or amounts disbursed by the Central Social Welfare Board.

II. Statewise distribution of Welfare Extension Projects (original and co-ordinated), Project Centres, total village population of the States and extent of population covered by the Welfare Extension Projects (data as on 28-2-1959).

III. Grants sanctioned for 'a year at a time' during August 1953 to February 1959, by the C.S.W.B.

IV. After-care Programmes of the Central Social Welfare Board (data as on 28-2-1959).

V. Socio-Economic Programmes of the Central Social Welfare Board (data as on 28-2-1959).

VI. The Area and Population covered by the Special Multi-purpose Blocks in different States.



